

Local Government Commission for England
Report No. 9

REPORT AND PROPOSALS FOR THE
Lincolnshire and East Anglia
General Review Area

Presented to the Minister of Housing and Local Government
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To the Rt. Hon. R. H. S. Crossman, O.B.E., M.P.,
Minister of Housing and Local Government.

We present herewith our report and proposals for the Lincolnshire and East Anglia General Review Area.

We submitted eight reports to your predecessors in the previous Government, covering the West Midlands Special Review Area, the West Midlands General Review Area, the East Midlands General Review Area, the South Western General Review Area, the Tyneside Special Review Area, the North Eastern General Review Area, the West Yorkshire Special Review Area, and the York and North Midlands General Review Area.

We are in process of reviewing the Merseyside Special Review Area, the South East Lancashire Special Review Area and the North Western General Review Area. We are about to enter on a review of the Southern General Review Area. There remains an area of South Eastern England comprising mainly counties directly affected by the changes brought about by the London Government Act 1963 on 1st April 1965.

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- 1 Area, Population and Rateable Value of Existing and Proposed Local Government Areas, 1964.
- 2 National and local bodies invited to submit views on the organisation of local government in the Lincolnshire and East Anglia General Review Area.
- 3 Local authorities and bodies who made suggestions and representations.
- 4 Local authorities and bodies who made representations on draft proposals.
- 5 Local authorities and bodies represented at the conferences.
- 6 Estimated true general county precept 1963-64 if Holland, Kesteven and Lindsey county councils each incurred additional expenditure of £100,000.
- 7 Schedules defining the proposed boundaries as shown on the 1 : 25,000 scale Definitive Maps.

Maps

Maps accompanying the Report

- A Summary of Proposals.
- B Population Increases 1951-1961.
- C Grimsby C.B.: Pattern of Development.
- D Lincoln C.B.: Pattern of Development.
- E Norwich C.B.: Pattern of Development.
- F Ipswich C.B.: Pattern of Development.

Map No. 1

Definitive Maps at a scale of 1/25,000, or about 2½ inches to one mile,
separately published by Her Majesty's Stationery Office.

(*Map No. 1, price 2s. 6d. net each sheet;*

Maps Nos. 2-5, price 2s. 6d. net each)

- 1 (In 4 sheets) Proposed alteration of the areas of administrative counties.
- 2 County Borough of Grimsby: Proposed alteration of area.
- 3 County Borough of Lincoln: Proposed alteration of area
- 4 County Borough of Norwich: Proposed alteration of area.
- 5 County Borough of Ipswich: Proposed alteration of area.

LINCOLNSHIRE AND EAST ANGLIA GENERAL REVIEW AREA

CHAPTER I

Introduction

AREA OF REVIEW

1. The Lincolnshire and East Anglia General Review Area comprises the administrative counties of Lincoln—Parts of Lindsey, Lincoln—Parts of Kesteven, Lincoln—Parts of Holland, Norfolk, West Suffolk and East Suffolk, together with the county boroughs of Grimsby, Lincoln, Norwich, Great Yarmouth and Ipswich. It includes the boundary of this review area with the counties of Essex, Cambridgeshire and Isle of Ely, and Huntingdon and Peterborough. The population, acreage and rateable value of these administrative areas are given in Appendix I. The boundary of this review area with the counties of Leicestershire and Rutland formed part of the East Midlands Review Area with which we dealt in our Report No. 3, and the boundary with the counties of Nottinghamshire, the West Riding of Yorkshire and the East Riding of Yorkshire formed part of the York and North Midlands General Review Area with which we dealt in our Report No. 8.
2. In Suffolk, Norfolk and Lincolnshire, the pre-Conquest Danelaw contained the three wealthiest and most populous counties of England. After the Conquest, however, the country's busiest lines of communication tended to by-pass these counties: they looked inwards to themselves and to the sea and the Low Countries, whose influence is still seen in domestic architecture and in surnames here and there.
3. The force of tradition is strong in this area, for it has not changed at the pace and in the manner of places caught up in the main stream of the industrial revolution. Indeed it seems changeless in the works of Crome and Constable, Bloomfield and Crabbe. Nevertheless it had changed before their time and it has changed since. It had changed drastically before their time with the draining of the fens, which affected not only the fens themselves, with their wild life and their anglers and fowlers, but also the areas east of the fens, by reducing their isolation from the counties to the west. It was in East Anglia too that Coke of Norfolk, Turnip Townsend and others inaugurated a revolution in British agriculture at the same time as the industrial revolution was changing the face of Britain elsewhere. The enduring result of this agricultural revolution is to be seen in many of the great landed estates, which remain some of the best managed and most productive farmland in Britain. Industry too has gradually grown in the area, often evolving from agricultural crafts. In Suffolk the changes have recently become marked, as the spreading influence of Greater London has accelerated the growth of industry and still more of residential population, and this process will continue.

SUMMARY OF PROPOSALS

4. Our main proposals are as follows:

- (a) Boundary extensions to Grimsby, Lincoln, Norwich and Ipswich.
- (b) The conversion of Great Yarmouth from a county borough to a non-county borough in the administrative county of Norfolk, and the transfer of part of Bradwell parish from East Suffolk to Norfolk.
- (c) The amalgamation of the counties of Holland and Kesteven.

We also propose certain adjustments of county boundaries, including the transfer of territory from Huntingdon and Peterborough to Kesteven, from Norfolk to Cambridgeshire and Isle of Ely, and from Cambridgeshire and Isle of Ely to West Suffolk.

PROCEDURE

5. In May, 1961, we gave formal notice that our review of the area would start on 1st August, 1961. We asked each county and county borough council to answer a series of questions about their problems and other councils for observations on the present county areas. We also asked certain local and national organisations for their views on local government in the area (see Appendix 2), and notices in the Press invited members of the public to get in touch with us. The local authorities and other organisations who wrote to us are shown in Appendix 3.

6. In the autumn of 1961 we began to hold meetings with the county and county borough councils in the area, and we also met county district councils affected by suggestions put to us. Numerous visits were paid to the area by Commissioners and staff. Our draft proposals were published in May, 1963, and we asked for representations on them to be sent to us by 16th July, 1963. The local authorities and interested bodies who made representations on our draft proposals are shown in Appendix 4.

7. We held the following conferences:

- (a) in the Council Chamber, County Offices, Lincoln, on 29th, 30th and 31st October, 1963, to discuss the boundaries of Grimsby and Lincoln, the Stamford area, and the future of the three Lincolnshire counties;
- (b) in the Council Chamber, County Hall, Ipswich, on 25th and 26th November, to discuss the future of the two Suffolk counties, the boundaries of West Suffolk with East Suffolk, with Essex and with Norfolk, the boundaries of Ipswich, and the Newmarket area;
- (c) in the Council Chamber, Shirehouse, Norwich, on 27th November, to discuss the future of Great Yarmouth and the Marshland area;
- (d) in the Council Chamber, City Hall, Norwich, on 28th November, to discuss the boundaries of Norwich.

A list of the authorities and bodies represented at the conferences is given in Appendix 5.

We take this opportunity of thanking the Lindsey, East Suffolk and Norfolk County Councils and the Norwich City Council for letting us hold these conferences in their council chambers, and for their help in making all the arrangements.

ARRANGEMENT OF REPORT

8. We now present our report and final proposals. We deal first with Grimsby and Lincoln, then with the boundaries of the Lincolnshire counties and discuss the amalgamation of two or all three Lincolnshire counties. After that we deal with Great Yarmouth, Norwich, Ipswich and the boundaries of the East Anglian counties, and conclude with a discussion of the amalgamation of East and West Suffolk.
9. In the chapters on Norwich and Ipswich we refer to the proposals for expansion set out in the South East Study, a report by officials of the Ministry of Housing and Local Government published in February, 1964. We do not however make any proposals for boundary changes reflecting these proposals for expansion. The reasons are stated in the chapters on Norwich and Ipswich, but it may be worth saying a few words in general on how far we consider ourselves entitled to take possible expansions into account.
10. Local government boundaries have in many cases become very out of date by reason of past growth and development. It is also common sense to look forward. But no proposals of ours can determine major planning questions not yet settled. That must be done by the planning authorities and the Minister. We do not take the view that all the formalities of planning approval must precede our proposals, but we do think that there must be authoritative planning reasons for expecting that a specific area will be developed before we take the possible expansion into account. Sometimes other considerations, e.g. the search for sensible boundaries and a reasonably shaped area, may lead incidentally to the transfer of undeveloped land which may perhaps be used for development. But this is usually marginal. Our making no proposals in connexion with the South East Study means simply, therefore, that the planning questions involved have not reached a stage at which we can take account of them. If they are not sufficiently settled by the time the Minister makes his Order for him to take them into account, the case for recognising past growth and development still stands.
11. We have not thought it necessary to repeat in general form in this report the social considerations relating to county borough extensions which we set out in Chapter II of Report No. 8, but Map B shows that county boroughs such as Norwich and Grimsby are losing population to peripheral areas, with the undesirable consequences or prospects mentioned in that chapter.

CHAPTER II

Grimsby

DESCRIPTION OF AREA

12. Grimsby county borough, with a population of 95,300 and a rateable value of £3,504,000⁽¹⁾, lies on the north-east coast of Lincolnshire at the mouth of the Humber estuary. To the south-east and continuous with the county borough is the seaside resort of Cleethorpes with a population of 33,430.

13. Grimsby was founded by Scandinavian settlers in the ninth century. The *Orkneyinga Saga*, which mentions a voyage to Grimsby made about 1120 by the Norwegian King, speaks of Grimsby as a place frequented by "large numbers of men, both from Norway and the Orkneys, from Scotland and also from the Hebrides". In 1201 Grimsby received a charter from King John. Later on, however, it declined to little more than a coastal haven, and it did not regain its importance till the construction of the railways, which transformed its marketing facilities and thus enabled it to develop as a fishing port, like other previously isolated towns such as Hull, Yarmouth, Lowestoft and Fleetwood. Grimsby was a convenient landfall for vessels returning from fishing grounds in the North Sea and around Iceland, and the fresh fish could then be delivered speedily by rail to markets in London and the Midlands. Yet Grimsby's growth as a cargo port was limited, as it still is, by its being just off the deep channel of the Humber and by the narrow and shallow lock which prevents its dock system from being entered by ships of as great a draught as those able to use the docks of Hull.

14. After 1851, when its population was 9,000, the town grew rapidly and in 1891, when it was made a county borough, its population reached 52,000. The growth of the port and the town was checked by the outbreak of war in 1914 and the inter-war depression in the fishing industry, which resulted in unemployment and people moving away from Grimsby. A new port on the deep water channel at Immingham, about ten miles up the river, had been opened in 1912 by the Great Central Railway, which owned the Grimsby Docks. This new port was designed as a cargo port particularly for the export of South Yorkshire coal to the Baltic. It too languished between the two wars, except as a starting point for Scandinavian pleasure cruises.

15. At the end of the last war the Grimsby Town Council decided to encourage the growth of industry in and around the town, in order to reduce its dependence on the fishing industry. They bought and cleared sites for light industry within the town, and they also bought a large site at Pyewipe to the north of the town, and developed it as an industrial estate. Meanwhile the whole Humber Bank came to be recognised as well-suited to the needs

(1) Unless otherwise indicated, e.g. by being included in an authority's original (1961) suggestions, population figures are the Registrar General's published estimates for mid-1964, areas are as given in the 1961 census and rateable values are those at April 1964.

of new types of industry, for there was plenty of level land of little agricultural value, and water was available in bulk from artesian wells in the underlying chalk—though little, if any, local surplus now remains. Above all, there was the deep water channel near at hand and the excellent facilities at Immingham for bulk imports of raw materials and for exports. There are now several large chemical and oil installations on the Humber Bank, extending sporadically from Grimsby to Immingham and well beyond it. Much of the labour comes from Grimsby by the electric tramway to Immingham.

16. The result is that although much of the inner town still looks like a Victorian fishing port, Grimsby is no longer dependent on the fishing industry. The fishing industry now employs only 3,500 people, as against 22,000 in manufacturing industries, many of which were established in the ten years after the war. Grimsby's economic position is thus much sounder and more broadly based than it has been at any time since 1914, although it remains somewhat isolated in relation to the main communications network of the country.

SUGGESTIONS OF GRIMSBY COUNTY BOROUGH COUNCIL

17. The council's main proposal was for the inclusion in the county borough of a wide belt of land to the north-west along the Humber Bank up to and including Immingham Dock, covering the whole of the parishes of Immingham, Stallingborough, Healing and Great Coates. They also suggested minor extensions into the parishes of Waltham, New Waltham, Weelsby and Bradley. All the claimed areas were in Grimsby rural district. The area of the county borough would have been increased from 5,882 acres to 18,543 acres, its rateable value from £1,204,142 to £1,413,321 and its population from 97,030 to 103,513.

18. The council declared that having already shown their foresight in fostering development on the Humber Bank, they were the local authority best fitted to plan and promote the development of the Humber Bank as a great industrial centre, for Grimsby Rural District Council had not the requisite resources, and Lindsey County Council, with their offices at Lincoln 40 miles away, were not well placed to administer the area. Besides, Grimsby and Immingham constituted a single port administered by the Grimsby Port Master, and the council had agreed to bear part of the cost of a road from Grimsby to Immingham which would ordinarily fall on the county council. It would, however, be unreasonable to suggest the inclusion in Grimsby of just the industrial belt, leaving the county and district authorities responsible for the adjoining villages. They had, therefore, included in their claim the villages of Great Coates, Healing, Stallingborough and the expanding township of Immingham, and had taken parish boundaries for the sake of convenience, though they would not press their claim to the agricultural land to the south-west of the last three places.

19. All this claimed area formed a single social, commercial, industrial and economic entity with Grimsby, whereas it had no great community of interest in day to day affairs with the remainder of the administrative

county of Lindsey. A considerable number of people from the town had already settled in this area. The 1961 census revealed that over the previous decade the population of Grimsby had risen by a mere 2·2 per cent, which was less than the natural increase (excess of births over deaths) and showed that people were migrating from the town. In contrast the population of Grimsby rural district had risen by 36·9 per cent in the same period.

20. Minor changes proposed by Grimsby were the inclusion in the county borough of existing or planned residential development in the parishes of Waltham, New Waltham, Weelsby and Bradley. The addition of these areas of immediate overspill development would be logical and also make for administrative convenience and efficiency. Weelsby Woods, a public open space owned by the corporation, would also be brought wholly into the county borough.

21. The council said that they had refrained from suggesting the amalgamation of Cleethorpes and Grimsby because they did not wish to disturb the existing good relationships between the two authorities and because amalgamation would lead to substantial extra costs for the Grimsby rate-payers. Nevertheless the two towns were essentially one, and the council would not object should we propose the inclusion of Cleethorpes in the county borough.

VIEWS OF OTHER AUTHORITIES

22. Both Grimsby Rural District Council and Lindsey County Council opposed the greater part of the proposals made by the county borough council. They said that the claim ignored the requirements of the regulations, for in the main the areas suggested for inclusion were by no means continuations of the town area, nor were they likely to become so under known proposals. The size and shape of the enlarged county borough in relation to the distribution of population would be out of all reason: two thirds of its area would be agricultural land, and it would embrace independent village communities. Nor had Grimsby any need to be enlarged; with a population of practically 100,000 it was statutorily presumed to be capable of functioning as a county borough, and it had no need for land for overspill. In 1958, 396 acres of land in Great Coates parish were ceded to the county borough for housing and ancillary uses, but no development had yet taken place.

23. Immingham and Grimsby docks had little more in common than a single Port Master. Grimsby docks served Grimsby industries and the Humber Bank was in no way dependent on them. Immingham, on the other hand, was closely connected with Humber Bank industries as well as serving the hinterland of the county, particularly Scunthorpe. The Humber Bank would continue to attract industries which required the special estuarine facilities it offered, but future development would be largely to the north-west of Immingham since to the south-east there were now only 500 acres of land not taken up. Immingham and its docks would become the centre of a special industrial area which would be unrelated to

Grimsby, apart from drawing a proportion of its labour from the town—a proportion which would diminish as the township of Immingham was expanded. The industrial expansion on the Humber Bank created planning problems over a wide area of the county. Road communications would have to be improved between the Humber Bank and other industrial areas, and these communications would be of no concern to Grimsby but would be the responsibility of the county; housing and communal facilities would have to be provided on a large scale not only at Immingham but probably as far afield as Barton-upon-Humber (twenty miles from Grimsby); and educational, health and welfare services would have to be reorganised in the whole north-east corner of the county. All this called for comprehensive planning which only the county was in a position to provide. To separate the source of the problem, i.e. the Humber Bank, from the large area affected in north-east Lindsey would be entirely unjustifiable. The county had already spent large sums on road improvements to serve the Humber Bank, and as long ago as 1938 the rural district council had bought land for industrial development there.

24. The county and rural district councils agreed that all but 4 of the 193 acres of land recently bought by the corporation in the parish of Great Coates should be included in the county borough, since this site was contiguous with Grimsby on two sides and was to be developed by the corporation with a variety of industries quite distinct from the major industries of the Humber Bank.

25. The county council were prepared to consider sympathetically some adjustment of boundaries in the parishes of Waltham, New Waltham and Weelsby, but the inhabitants were opposed to change. The council preferred to leave this to us to examine. The rural district council thought that some development at Weelsby together with the part of Weelsby Woods in the rural district could be transferred to the county borough. Both councils opposed the transfer of any part of Bradley as it was an important part of the green belt round Grimsby. The suggested boundary would also divide the village. All the parish authorities opposed any change.

26. Cleethorpes Borough Council said they were satisfied with their existing local government arrangements and would be strongly opposed to amalgamation with Grimsby. They were supported by the Lindsey Council. Both authorities urged that Cleethorpes had no closer or more special links with Grimsby than those which arose from mere proximity. Cleethorpes as a holiday resort and residential town was a sharp contrast to Grimsby, a leading fishing port with associated industries, and the distinct characteristics of both towns would be destroyed by amalgamation. Cleethorpes needed its own council, with special knowledge and experience, to make a success of the holiday industry and so keep the town attractive to both residents and holiday-makers. The county mentioned their own wide experience of dealing with planning matters affecting holiday resorts which would be lost to Cleethorpes if merged with Grimsby. There would also be an adverse effect on the county if it lost Cleethorpes, its second largest town and a vital base for county services. Services in Cleethorpes were quite satisfactory and in some ways better and more comprehensive than those offered by Grimsby.

DRAFT PROPOSALS

27. In our statement of draft proposals we said that the part of the Humber Bank which had been claimed had a population of fewer than 6,000, concentrated mainly at Immingham (3,400) and the villages of Healing, Stallingborough and Great Coates. The coastal strip was being increasingly developed for industry which might ultimately occupy the whole of the Humber Bank from Grimsby to Goxhill, eight or nine miles north of Immingham. Immingham Docks served not only the chemical and oil firms now established on the Humber Bank but also the Scunthorpe steel industry and the general needs of industry in the Midlands and South Yorkshire. Although much of the labour employed on the Humber Bank came from Grimsby, other links were in our opinion not so strong nor was the area so built-up as to justify its transfer to Grimsby.

28. The part of the Humber Bank area adjoining Grimsby and known as the Pyewipe Estate had been developed on land bought by the county borough council to encourage industrial development and so offset Grimsby's dependence on the fishing industry. Some of the industries here were linked to Grimsby's docks; others provided a desirable degree of diversification of employment, and all depended on labour drawn from the town. This area formed a direct extension of the town, as would the further 190 acres which the council had recently purchased for industry between the Pyewipe estate and Great Coates. We proposed that these industrial areas contiguous to Grimsby and Great Coates should be transferred to the county borough.

29. The village of Great Coates adjoined the county borough boundary, which had been extended in 1958 to take in part of Great Coates parish. To the north-west of the road which passed through it were farm buildings and a stretch of open country; on the south-east side of the road there were suburban houses. Land just inside the Grimsby boundary was to be developed, and when this development was completed there would be very close links between Great Coates and the town area of Grimsby. The boundary we provisionally proposed sought to divide the rural from the suburban development in Great Coates: it might necessitate some fringe arrangements between the authorities concerned but these would appear to be simple.

30. The other small areas for which the county borough council had asked included most of the village of Bradley, and parts of the parishes of Waltham, New Waltham and Weelsby. Bradley was close to the county borough boundary but separated from the developed area of the town by public open space and other open land. Planning permission for estate development on this open land had been refused, and in our view there was no sufficient case for the transfer of the area to the county borough. On the other hand, development along the Waltham and Louth roads in the parishes of Waltham and New Waltham was a continuation of development within the county borough, and we considered that this area should be included in Grimsby.

31. The area at Weelsby included that part of Weelsby Woods outside the county borough, some houses in Vaughan Avenue (which crossed the boundary) and open land, part of which the county borough council would propose to allocate for housing. We considered that boundary alterations here should be limited to adjustment of the boundary at Vaughan Avenue.

32. The borough of Cleethorpes, which had a population of 33,000 and a (1962) rateable value of £353,000, had a common boundary with Grimsby for over two miles, and for nearly a mile the boundary ran through properties of similar age and type. It was a centre of most county services for the surrounding area. We had no doubt that the two towns formed one urban entity. In our opinion a single local government administration for the two towns was desirable and would be more effective and convenient. We did not think that the consequences of the loss of Cleethorpes to the county would outweigh these advantages. The southern boundary of Cleethorpes included within the borough an area which was undeveloped and likely to remain so, except for a strip of sporadic development which had no direct link with Cleethorpes and was an integral part of the village of Humberston. This area was conveniently separated from the rest of Cleethorpes by the Buck Beck, and we considered that this would make the most effective southern boundary for a county borough combining Grimsby and Cleethorpes.

33. We therefore proposed that Grimsby county borough should be extended to include the greater part of the borough of Cleethorpes, part of the parish of Great Coates and small parts of the parishes of Waltham, New Waltham and Weelsby in Grimsby rural district. It would then have had an area of 8,342 acres, a population of 130,500 and a 1962 rateable value of £1,677,000.

REACTIONS TO DRAFT PROPOSALS

CLEETHORPES

34. The borough council and the county council opposed the amalgamation of Cleethorpes with Grimsby. They reiterated that although the two towns were contiguous they were entirely dissimilar, for Grimsby was a seaport and industrial town whereas Cleethorpes was primarily a health and holiday resort, and the only community of interest between them was that usually found between neighbouring towns. There were some local organisations covering both towns, but the majority were separate. In the past many Cleethorpes residents had worked in Grimsby, but the numbers were decreasing and many now worked in Scunthorpe, Louth and the newer industries on the Humber Bank. The two towns were thriving on their differences, and their diverse interests should be maintained: this might not happen if they were amalgamated, with one able to outvote the other heavily.

35. Grimsby was big enough to remain a county borough without any more territory, and Cleethorpes was an effective and convenient unit of local government well able to run its own affairs. It was a compact borough with the council offices conveniently situated in the town centre, and the size of the wards was such that all electors were able to know the councillors who represented them as well as the majority of other councillors. The majority of Cleethorpes' councillors were quite sure that most of Cleethorpes' inhabitants did not wish the town to be amalgamated with Grimsby. The borough was efficient, progressive and financially stable. The council had completed the whole of their slum clearance programme; the sewerage and sewage disposal schemes had been completely modernised since the war; the roads were maintained in at least as good a state as those in any other town in the country; and the holiday amenities of the town were well provided. The council were always on the alert to establish

further holiday facilities ; they were in process of providing a large caravan site in the southern part of the borough and had proposals for a marineland and zoo. The services provided for the borough by the county council were also of high standard, comparing favourably with the standard of services in Grimsby. The financial resources of the borough measured in relation to its financial need were satisfactory, and over the years Cleethorpes rates had generally been lower than Grimsby's. In 1963, they were 9s. 6d. compared with 10s. 7d. for Grimsby.

36. The county council and the borough council both saw serious disadvantages in the proposed amalgamation. The holiday industry needed to be planned by authorities with the necessary experience, and Grimsby had no experience of developing a seaside resort, or of the maintenance of sea defence works. Cleethorpes had only a small waiting list for council houses, their council house rents were lower, they did not subsidise their rents from the rates, and their slum clearance work was finished ; in all these respects the Cleethorpes people would be worse off if the town were joined to Grimsby. If, on a merger, the council offices in Cleethorpes were retained there would be no financial saving. If, on the other hand, all administration was transferred to the Grimsby offices, there would be higher costs and loss of convenience.

37. The county services in the area around Cleethorpes would be disrupted. Schools in Cleethorpes at present provided places for 400 children, including 282 grammar school pupils, living in county areas outside the borough. New or expanded county schools would have to be provided for these children or cross-boundary arrangements would have to be made. It would be bad for one local education authority to be so dependent on another, and difficulties would arise from the different methods of selection. The District Education Office for the northern part of the county was in Cleethorpes and it would be uneconomic to continue to run it without the school population of Cleethorpes. To replace it elsewhere would increase costs and lower efficiency. For the welfare services, the county had been divided into 6 areas more or less equally balanced and each having an adequate caseload. One of these areas was based on Cleethorpes, although the advisory officers for some welfare services were at Louth, and if Cleethorpes were lost, it would be difficult to deal with the remainder. The fire, police and ambulance services for the area around Cleethorpes were also provided from the borough, and it would be uneconomic either to build new fire, police and ambulance stations in the county to serve the rural area or for the county council to retain the existing ones in Cleethorpes and be burdened with dead mileage. Similar considerations applied to the library service, as the northern part of the county was served from Cleethorpes.

38. The borough council asked that if, despite their representations, we adhered to our proposal, no change be made in their present boundary in the south, as otherwise Cleethorpes would be left short of land for development. Only about 135 acres would remain for private development, whereas there were about 250 acres of suitable land between the Buck Beck, which we had proposed as the boundary, and the present borough boundary. There would be irresistible pressure to build on this land and ultimately there would be continuous development to the present boundary. The county council,

however, thought that if Cleethorpes were to be merged with Grimsby, then the proposed boundary at Buck Beck was right as it left undeveloped land on the county side of the boundary. There was no reason why the land which the borough council owned south of the Buck Beck should not remain in the ownership of the enlarged county borough and be used for pleasure and recreational purposes even if it was still within the county. This land together with land within the enlarged county borough would enable the new authority to meet all its holiday needs. This view was shared by Grimsby Rural District Council, who otherwise had no comment on the amalgamation of Cleethorpes with Grimsby.

39. Grimsby County Borough Council accepted our proposals for the amalgamation of Cleethorpes with Grimsby, although they still took the view that the merger must impose a heavy burden on Grimsby ratepayers in giving Cleethorpes services comparable with those in the county borough and in providing the amenities needed in a modern resort. There was, for instance, a need for a substantial improvement of sub-standard secondary school accommodation and the redevelopment of sites in central Cleethorpes. Obsolescent development in the northern areas of the borough also needed renewal.

40. Grimsby rejected any suggestion that merger with Cleethorpes would hazard the fire and police services in the area—Grimsby already provided some assistance to Cleethorpes in their fire services, and a full service could be provided effectively and economically in the combined areas by a redistribution of the existing personnel and equipment. Existing arrangements could be extended to cover the fringe areas around the enlarged county borough. Admittedly the fire station at Cleethorpes was used as a parent station for many of the retained stations in the northern part of Lindsey, but Grimsby saw no difficulty for Lindsey County Council in providing an alternative station. If, for instance, Immingham stayed in the county, the new whole time fire station which would be needed there could become the parent station. If Immingham were to go into Grimsby, then a whole-time station could be provided by the county to serve their areas north of Immingham, or the existing fire station at Louth could be converted to a full-time one.

41. The enlarged county borough could be effectively policed by a single force. The loss of the police station at Cleethorpes would not be serious to the county—there was little direct policing of the adjoining rural areas from Cleethorpes except by mobile patrols, which could be run from one of the several other sub-stations in the county police division. The county had three police divisions adjacent to Cleethorpes, and modern communications and mobility should enable adjustments of divisional boundaries to be made without any insuperable difficulties.

42. As for education, amalgamation would provide a greater variety of opportunities for children, especially in secondary education—some Lindsey children already attended the Grimsby technical secondary school, the college of further education and the school for educationally sub-normal children. Opportunities for teachers would also be increased. Selection for secondary education should be no problem: the Grimsby system was based not only on intelligence tests, but also on a child's record, background and parent's

wishes. Selection was made by a teachers' panel aided by professional officers and the Education Committee.

43. There would be only a small increase in the number of Lindsey children attending schools in the county borough. At present there were 300, which would rise to 400 when a new Roman Catholic School was opened; with a combined Cleethorpes/Grimsby there would be 500. The merger would be a great boon to these children living in the rural area north of Grimsby who at present had to cross Grimsby to attend schools in Cleethorpes. It was already the practice for representation on school managing bodies to be given to districts sending children into the county borough, and this would be continued.

44. The council asked for the boundary we had proposed for Cleethorpes to be extended beyond the Buck Beck to provide room for additional amenities to enable Cleethorpes to become an up to date seaside resort.

HUMBER BANK

45. Grimsby renewed their claim for the Humber Bank area and Immingham. They said that the main reason was their need to provide for diversification of industry. This was essentially a need of Grimsby, not of a largely rural county, and for this reason Grimsby should plan, administer and stimulate the development of the whole area. The extent and pace of industrial development there had an important place in the national picture of expansion and was inconsistent with a rural administration with its limited professional and staff resources. Grimsby reiterated that the area was essentially a single community historically, commercially, industrially and socially, with Grimsby as its focal point. At the conference they agreed that it was quite possible that industrial development would stretch several miles upstream beyond Immingham, but said that they regarded Immingham as the northern limit of the coastal industrial belt so far as they were concerned and for local government purposes.

46. Grimsby suggested, without prejudice to their claim to the Humber Bank, that the boundary we had proposed in Great Coates parish should be amended so as to include in Grimsby the whole of the village of Great Coates and the Courtauld site at Pyewipe. This site was to be fully developed and was an integral part of the Pyewipe estate, which we had proposed to include in Grimsby. Great Coates village, which would be split by the proposed boundary, would eventually link up with Grimsby and should be included wholly in the county borough. There had been some delay in developing the land between the present built up area of Grimsby and the village owing to long negotiations over site purchase, but site works were now under way and a large part of the area would be developed within five years. The Scribbans Kemp biscuit factory in the village was part of the industrial area at Great Coates and Pyewipe. The factory was not a rural industry, it would probably need to expand, and most of its workers came from Grimsby.

47. The county council and Grimsby Rural District Council opposed the corporation's renewed claim to the Humber Bank area. They also opposed

our proposal to transfer the Pyewipe estate to the county borough. This estate was an integral part of the coastal industrial belt and contained industries which had close links with the other industries along the Humber Bank up to and beyond Immingham. There would be no advantage in transferring the estate to Grimsby, while the rural district and the county would lose the benefit of its rateable value—over one-third of a million pounds—without any appreciable diminution of local authority liabilities. The industries concerned would get no benefit because they would be required to pay rates on Grimsby's rate poundage of 10/7d. against the rural district's figure of 7/10d.

48. The rural district council also opposed the transfer of the 190 acres of land at Great Coates owned by the county borough council for industrial development. They had previously agreed that this land might go into Grimsby because they thought we would be influenced by the fact that the corporation owned it, but they had now noticed that our draft proposals did not include the transfer to Grimsby of other land which the corporation owned. The county council, however, remained content for this area to be transferred to Grimsby. Together with land already available in Grimsby it would enable the county borough to provide all the extra industry it might need to achieve diversification.

49. The county council, rural district council and Great Coates Parish Council strongly contested our proposed boundary at the village of Great Coates. The village was a separate compact community of long standing and was certainly not a mushroom growth resulting from overspill from Grimsby. The proposed boundary would split the community and leave an insufficient rural population to continue the parish council. Furthermore, the biscuit factory, which was an integral part of the village and provided a meeting place for social and other activities, would be placed in the county borough. The factory and the residential development proposed for transfer would be separated from the town area for many years until the intervening land inside the county borough boundary was developed; in any event there would be open spaces such as school playing fields in this area which would separate the village from Grimsby development. The inhabitants of the part of Great Coates to be transferred would feel isolated from the town, with only a small voice in its activities; and a referendum of the electorate of Great Coates had shown that the majority of inhabitants preferred to stay in the parish.

WALTHAM, NEW WALTHAM AND WEEBSBY WOODS

50. The county council accepted that a better and more practical boundary than the present one could be drawn by the inclusion in Grimsby of the built up areas in Waltham and New Waltham which were contiguous with the county borough. They strongly opposed, however, the transfer of undeveloped land planned for retention as such in the green belt and asked us to draw our proposed boundary much more tightly around the existing development. The rural district council and the two parish councils supported this view, although New Waltham Parish Council added that they felt there should be no change in the existing boundary. Our attention was drawn to the strong opposition of the inhabitants of Waltham and New

Waltham, and we received a petition with 438 signatures from them. Grimsby County Borough Council supported our proposed boundary as being convenient and satisfactory, and said they had no plans for any building on the undeveloped parts of the fringe areas at Waltham and New Waltham.

51. Grimsby also accepted our proposed boundary at Weelsby as convenient and satisfactory, but asked us again to include the whole of Weelsby Woods which they owned. The county council made no comment on this, but the rural district council agreed that the whole of Weelsby Woods should be included in the county borough to provide a better boundary, as the present boundary could no longer be identified for much of its length.

RECONSIDERATION OF DRAFT PROPOSALS

CLEETHORPES

52. Our draft proposal to amalgamate Cleethorpes with Grimsby rested on our view that the two places formed one urban entity. This view was corroborated at the conference, where nobody challenged our statement that the two places had a common boundary for over two miles and that for nearly a mile the boundary ran through properties of similar age and type—a glance at Map C accompanying this report is enough to see the continuity of development. The spokesman for the county council insisted that for many years Grimsby and Cleethorpes had lived side by side, each with their differences, and they had "thrived on their differences". This is to say that they are complementary. In fact Cleethorpes not only offers the people of Grimsby the enjoyment of its beach in summer, but also attracts holiday-makers who frequent shops and restaurants in Grimsby as well as in Cleethorpes, while Grimsby provides stable employment for well over half of the residents of Cleethorpes—according to the 1951 census 60 per cent of Cleethorpes' occupied population worked in Grimsby—so relieving Cleethorpes of much of the discomfort of seasonal unemployment and the fear of the results of a failure of popularity, a fear affecting holiday resorts that are practically without industry. The diversity of Grimsby and Cleethorpes is thus beneficial to both because they form a single town. The old village of Clee has long been part of the county borough. The two places already have a joint transport undertaking, and in the absence of any counter-balancing objection, it would be extravagant to retain two authorities where one would do. Besides, the amalgamation would lead to positive advantages apart from the likelihood of increased economy and efficiency. There would be a greater variety of educational opportunities for children, particularly in secondary education, and there would also be more opportunities for teachers. It would also be possible to remedy the deficiencies noted by Grimsby County Borough Council in their original submission, where they remarked that with a larger population it would be possible to engage medical officers with specialist qualifications or experience in the ascertainment of mentally and physically handicapped children, to employ a qualified officer to look after the welfare of the deaf, and probably to provide facilities for the sheltered employment of handicapped people. Finally, we believe that a union of the two places would result in a local government unit with a better social balance.

53. Six objections were advanced against the amalgamation :

- (a) the risk of harm to the welfare of Cleethorpes as a holiday resort,
- (b) inconvenience in the new arrangement,
- (c) the reduced representation,
- (d) the increase in rates for ratepayers in Cleethorpes,
- (e) the wishes of the inhabitants of Cleethorpes,
- (f) the dislocation of county services in the north-east of Lindsey.

54. We examine these objections in turn :

- (a) The example of Southsea within Portsmouth shows that a holiday resort can retain its character within a county borough, and the fact that the present Grimsby County Borough Council joined with Cleethorpes Borough Council in urging us to include land beyond Buck Beck to enable Cleethorpes to provide the additional amenities of a modern resort, is itself re-assuring. Nor do we expect that the present expertise in running the holiday industry would be lost, for many of the members and staff of the Cleethorpes council would doubtless serve the new authority.
- (b) Some Cleethorpes residents might find it less convenient to travel to council offices in Grimsby instead of Cleethorpes, although the difference would be slight. On the other hand some Cleethorpes residents might find it more convenient to visit council offices in Grimsby when in Grimsby on their ordinary business, and members and officers of the borough council would no longer have journeys to Lincoln, 36 miles away. The objection is therefore outweighed.
- (c) The proportion of members to population is only slightly higher in Cleethorpes than in Grimsby. A combined council might have fewer members than the present two councils added together, in which case the proportion of members to population would go down, although not substantially. But Cleethorpes would have a substantially higher proportion of members on the new council than they do on Lindsey County Council, and would therefore have a more direct say in policy in top-tier services such as education, health and welfare and in major planning questions. In this respect the people of Cleethorpes would be better represented. The objection is therefore inconclusive.
- (d) At present Grimsby's rate in the £ is slightly higher than Cleethorpes'. 10s. 9d. compared with 10s. 3d., but over the years since the war there has been no consistent trend one way or the other ; in ten years Grimsby's rate has been higher than Cleethorpes' and in the other ten Cleethorpes' has been higher than Grimsby's. In the long run, therefore, the merger of Grimsby and Cleethorpes is in itself unlikely to have any significant effect on rate poundage.
- (e) The borough council were somewhat cautious about the wishes of the inhabitants in their written representations, where they said : "The majority of the Cleethorpes Council are adamant in their contention that the greater preponderance of the Cleethorpes inhabitants do not

wish to amalgamate with Grimsby. The general opinion of the inhabitants following the publication of the draft proposals by the Commission was one of dismay and bewilderment that such a merger should ever be considered, much less recommended". For our part we have received only one letter from a Cleethorpes resident about the draft proposals, and that was in favour of them. The only objection we received from any organisation representing Cleethorpes people was from the North East Lindsey Teachers' Association, who told us that teachers in schools in Cleethorpes and surrounding villages were disappointed with our proposals, and feared that children from Grimsby rural district might find it more difficult to gain admission to Cleethorpes grammar schools.

- (f) With the loss of Cleethorpes the county might initially have to rely more on Grimsby for services for the surrounding areas, but eventually they would be able to reorganise their services satisfactorily in the north-east of the county without Cleethorpes, for there will in any case be substantial new development along the Humber Bank, and the county council themselves told us that "educational, health and welfare services would have to be reorganised in the whole north-east corner of the county". In the meantime more county children would have to attend Grimsby schools—an increase from just under 300 to nearly 500 was mentioned—but cross-boundary arrangements on that scale are not unusual, and we see no reason why they should not work well. The county borough council said at the conference that districts in the county from which children attended Grimsby schools would be given representation on the managing or governing bodies of those schools.

55. It appears, then, that all the points made against the amalgamation are unsound or inconclusive.

56. In view, therefore, of the advantages mentioned previously, we adhere to our proposal to amalgamate Cleethorpes with Grimsby. We accept, however, the desirability of including the land required by the borough council beyond the Buck Beck, in order to facilitate the extension of the promenade and the provision of other seaside amenities. On the other hand we consider that it would be inadvisable to include all the land beyond the Buck Beck up to the present borough boundary, for that would bring into the extended county borough development along the north side of Humberston Lane and North Sea Lane, which is separated by a golf course and other open land from other building in Cleethorpes but is continuous with the built-up area of Humberston, which is to remain in the county. This is plainly shown on Map C.

HUMBER BANK

57. We have again considered the county borough council's claim to the area up to and including Immingham. Before proposing the inclusion of an area in a county borough, we are required by the regulations to consider whether it is substantially a continuation of the town area if already developed or likely to become so if not yet developed. We accept that the Pyewipe estate is substantially a continuation of Grimsby. North of that is the Courtauld site but the factory itself is separated by half a mile of open land from the Pyewipe estate. North of Courtauld's factory is another substantial break and then other factories follow sporadically up to Immingham. The hinterland which

Grimsby claimed is mostly farmland. In the future, the industrial coastal strip is likely to become more consolidated, but when and to what extent we do not know. The hinterland is never likely to be solidly built up. We conclude therefore that most of the area claimed is not, and is not likely to be, so much a continuation of Grimsby's development as to justify its inclusion in the county horough.

58. There is another compelling reason for not putting it into Grimsby. The Humber Bank development does not stop at Immingham but extends further to the north-west and may eventually spread to the limit of the deep water at Goxhill opposite Hull. The growth of this industrial belt will throw up planning and other local government problems in the county rather than in Grimsby—its main lines of communication to other parts of England will by-pass Grimsby. It seems to us, therefore, that to divide the area between two authorities at Immingham would make future planning far more difficult.

59. We have looked again at our proposal to include in Grimsby the Pyewipe estate and the adjoining 190 acres of land which has been acquired by the county horough council for industrial development. The 190 acres adjoins the county borough boundary on two sides and is to be developed to provide further diversification of industry for Grimsby and more employment for Grimsby's womenfolk. It will, therefore, be a direct continuation of the developed area of Grimshy and will clearly have very close ties with the county borough. The county council agree that it should be transferred and we are quite sure that this is right.

60. There is also a good case for transferring the Pyewipe estate. It contains a mixture of industries, some using the docks at Immingham and others dependent on Grimsby. It is a direct continuation of Grimsby's developed area and will have closer links with the county borough than other industrial development further up the Humber Bank. We do not think that the loss of this area would prejudice the county council and the rural district council in planning the Humber Bank industrial belt and providing services for it. This transfer would incidentally achieve a more equitable distribution of rateable value : at present Grimshy's rate resources per head are below the national average and the county horough receives rate deficiency grant ; on the other hand, Grimshy rural district's resources are above average. We have decided to adhere to our proposal to transfer the Pyewipe estate to Grimsby but are slightly altering the boundary in the draft proposal to follow a new road.

61. All the local authorities concerned were agreed that our proposal to split Great Coates village was wrong. The alternatives are therefore to leave it wholly in the county or to transfer it wholly to Grimsby. At present it is separated from development in Grimsby by open land which was ceded to the county borough in 1958. The county authorities argued that even though this land was to be developed as a residential area, the school playing-fields and open spaces would form a buffer between Grimsby's development and the village, and that in any event we should not take this prospective development into account because it was likely to be so long before the area was substantially built up. On the first of these points we have no doubt that when the development is complete the village will be substantially a continuation of the town area, since the break between it and Grimsby will be a relatively

narrow piece of land in urban use and the open countryside will be beyond the village. On the second point no one can say with any certainty how long it will take to develop the land, but we think the rural district council's estimate of 75 years is unrealistic. It is based on the assumption that Grimsby's population will increase at the same slow rate as it did in the period 1931-61. But even if it does, which is by no means certain, the fact is that even towns with static populations need increasing room for housing as slum clearance proceeds and as people generally seek more spacious living conditions. Grimsby's estimate seems to us more likely, especially since future industrial developments will occur on this side of the town. They told us that part of the land will be needed by them to re-house people from slums and houses in multi-occupation and that private firms were eager to develop the remainder. Tenders for roads and drains for the first phase were being invited (in October, 1963) and much of the development would be carried out within five years. We recognise that development on the scale proposed will take many years to complete, but whether it be 5, 10 or 15 seems to us less important than the certainty that it is to be developed. In our view Great Coates will become substantially part of the town area of Grimsby in the foreseeable future, and as no one wishes the village to be split, we now propose that it be wholly included in the town.

WALTHAM, NEW WALTHAM AND WEELSBY WOODS

62. The two small areas of development in Waltham and New Waltham parishes which adjoin the boundary are direct extensions of development in Grimsby but separated from other development in the parishes. This is shown clearly on Map C. We proposed that these two areas should be transferred to the county borough together with some undeveloped land to achieve a clear, simple boundary. The county council and rural district council accepted the inclusion of the development but asked us not to transfer the open land. We have looked at this again and are satisfied that a reasonable boundary can be drawn more closely around existing development. We are, therefore, modifying our draft proposal boundary to exclude most of the open land.

63. We had seen no pressing need to transfer to Grimsby the remainder of Weelsby Woods which they own, because the administration of no local government service is affected. However, since the present boundary has become unidentifiable for much of its length and the rural district council are ready for the land to be transferred, we now propose it should be transferred.

PROPOSALS

64. We accordingly propose that Grimsby county borough should be extended to include the greater part of Cleethorpes municipal borough and parts of the parishes of Great Coates, New Waltham, Waltham and Weelsby in the rural district of Grimsby. The county borough, with boundaries as shown on Map No. 2 and described in the schedule contained in Appendix 7, would have an area of 8,700 acres, a population of 130,000 and a rateable value of £4,800,000.

CHAPTER III

Lincoln

DESCRIPTION OF AREA

65. The city of Lincoln, the Roman *Lindum Colonia*, occupies and commands the only real gap through the "Lincoln Edge", the limestone cliff which runs north to south through Lincolnshire a few miles east of the River Trent. This "Lincoln Gap" was formed as a post-glacial overflow channel when the Trent, its northern outlet blocked by ice, followed a temporary course to the sea roughly along the present lines of the Fossdyke and the Witham. It is the centre of a web of both ancient and modern routes from all points of the compass including the north-south line of Ermine Street and the Foss Way from Leicester. This position is the ground of Lincoln's importance as an ecclesiastical, administrative and service centre and as the chief market town and shopping centre in all Lincolnshire. The city is, in effect, a twin settlement: its Roman site and mediaeval town with cathedral, castle, museums and most of the buildings of character lie on the hill to the north, while a nineteenth century industrial town has sprawled southwards across the marshy floor of the congested Gap, where over the past century a wide range of engineering industries has evolved from the crafts and workshops of earlier times.

66. The importance of Lincoln's dominant situation was successively recognised by Romans, Angles, Danes and Normans and has been developed since by the Church, the State, the law and the merchants. By a charter of King Henry IV in 1409 Lincoln became a county of a city, and in 1466 King Edward IV granted a charter severing the "four towns" of Branston, Waddington, Bracebridge and Canwick from the Parts of Kesteven and adding them to the county of the city. They so remained till restored to Kesteven by the Municipal Corporations Act, 1835. In 1888 Lincoln was made a county borough.

67. Since both the city and all but the extreme south-west of Lincolnshire lie a little away from the main arteries of national economic life, Lincoln and its suburbs have grown only slowly during the present century. With the coming of motor transport, growth since the twenties has tended to settle in the surrounding suburban parishes in Lindsey and still more in Kesteven. The well-established engineering industries and service functions of the city suggest that its growth will continue, though still slowly, in the future. In 1964 it had a population of 77,180 and a rateable value of £2,564,000.

SUGGESTIONS OF LINCOLN CITY COUNCIL

68. The city council suggested that their boundaries should be extended to include parts of the parishes of Greetwell and Nettleham in Welton rural district in the county of Lindsey, amounting to 645 acres, and the parishes

of Canwick and North Hykeham and parts of the parishes of Bracebridge Heath, Skellingthorpe and Waddington in North Kesteven rural district in the county of Kesteven, amounting to 6,650 acres. The proposals affecting Lindsey had been agreed with the county council and the rural district council, but there was no agreement with Kesteven County Council or North Kesteven Rural District Council. In 1957, those authorities had agreed to the transfer to the city of land at Skellingthorpe, and in consideration of this agreement the corporation had undertaken not to "initiate any action with a view to" further extensions into the areas of those authorities for a period of 20 years. Nevertheless a proviso to that agreement left the corporation free to give "their fullest assistance and co-operation" in the carrying out of any Government review of boundaries within the period of 20 years, and the city council therefore thought that they were not precluded from suggesting changes in answer to our questions.

69. The main grounds on which the city council based their suggestions were these :

- (a) The areas in question were either already in effect extensions of the city or would become so with expected development, or else were needed to provide a suitable boundary.
- (b) There was a marked community of interest between the inhabitants of these areas and the residents of Lincoln. The city drew people from them for work, shopping, entertainment and clubs, while many Lincoln residents worked there. Anyone in these areas requiring technical education beyond the standards of the evening institutes attended the Technical College or the School of Art at Lincoln.
- (c) The extension would create opportunities for the better employment of the city's existing specialist services such as social welfare, public health and education. The existing case loads could be increased without loss of efficiency or extra cost.
- (d) Some children from the south of the existing city could attend the secondary schools provided by the Kesteven County Council in North Hykeham.

VIEWS OF OTHER AUTHORITIES

70. Kesteven County Council and North Kesteven Rural District Council opposed the city council's claims on the following grounds :

- (a) The areas in question were not substantially continuations of Lincoln. Admittedly it was likely, considering outstanding planning permissions, that North Hykeham and the city might become more fully developed on both sides of their common boundary, but in view of physical breaks created by playing fields in the city and gravel workings in the county, it would not be hard to find a reasonable boundary. The areas at Canwick, Bracebridge Heath and Brant Road were separated from the city by a belt of open land running through Canwick Park, South Common and the escarpment of the Lincolnshire Cliff. The land comprising the part of Skellingthorpe next to North Hykeham was only partly developed with industry; less than half of the rest would be used for more industry to serve North Hykeham, and this

would be separate from industrial building in Lincoln. The land in the north of Skellingthorpe was neither built up nor likely to be, and was apparently claimed only to round off the boundary.

- (b) While there was some community of interest between many parts of the city and the county, North Hykeham and Bracebridge Heath were each developing as a settlement with well-provided social services which gave it virtual independence as a community. Canwick gave every indication of independence, not even using the city sewage works in the parish. In every-day matters such as church-going, visiting public houses and social gatherings, the residents relied on their own village, not the city. They wished their village to remain in the county.
- (c) There was no need to give the city more land for building, for the agreement of 1957, which transferred enough land to house 8,000 people, would meet the city's needs for the next twenty years.
- (d) The suggested transfer would reduce the population of Kesteven by about 7 per cent and its rateable value by nearly 8 per cent. This could seriously prejudice the effectiveness of the county administration and would probably result in an increase in the county rate of at least 6d. in the pound. For expenditure could not be reduced proportionately when a well-populated area was transferred, particularly when the area had been used as a base for serving outlying rural areas. The Robert Pattinson Secondary Modern School at North Hykeham served a considerable area round about, and the North Kesteven Grammar School served an even wider area. The city council's proposals for their use, showing their own failure to make adequate provision, would completely disrupt the carefully worked out pattern of secondary schools in Kesteven.

DRAFT PROPOSALS

71. In our statement of draft proposals we adopted the agreed extension of the city into Welton rural district, to take in land containing houses or intended for industrial use, except that we extended the boundary a little further out in the Wragby Road area, because the agreed boundary from the end of the ribbon development on Wragby Road to the end of the ribbon development on Hawthorn Road was not clearly defined on the ground.

72. As regards the disputed areas in Kesteven, we said that the developed parts of Skellingthorpe, North Hykeham and the Brant Road area were substantially continuations of the town area of Lincoln, and this development would be consolidated by further housing being built or proposed in the development plan for the area. Although there was, near Hykeham station, some industry (which had moved out from the city) these areas were primarily dormitories for Lincoln, and we thought that they should be included in the county borough. The boundary which we proposed included a small area of development beyond North Hykeham (in the parishes of Aubourn, Haddington and South Hykeham, and Thorpe-on-the-Hill). We did not include, however, land claimed by the city council in Skellingthorpe to the north of the old airfield.

73. We thought that although the developed parts of Bracebridge Heath and Canwick were to some extent separated from development in Lincoln itself, they had close ties with the city and served as dormitories for it. In our view the balance of advantage lay in including these areas in the county borough. The inclusion of the large area of agricultural land which separated the two villages did not appear to us to be justified, except to the limited extent necessary to give a reasonable boundary.

74. We recognised that these extensions of the county borough would necessitate the re-arrangement of county services in the area south of Lincoln. In particular, the schools at North Hykeham served not only the immediate area but also a considerable part of North Kesteven, and the transfer of the North Hykeham area would mean the re-introduction of cross-boundary arrangements. The county borough council had, however, assured us that they were prepared to make arrangements for the admission of pupils from the county and for representation of the county education authority on the governing and managing bodies of these schools. Cross-boundary arrangements on a reasonable scale between adjoining local authorities were both usual and proper, and we saw no reason why they should not work satisfactorily here.

75. We therefore proposed that Lincoln county borough should be extended to include part of the parish of Greetwell and a small part of the parish of Nettleham in Welton rural district in the county of Lindsey, the whole of the parish of North Hykeham, most of the parish of Bracebridge Heath, the detached part of the parish of Skellingthorpe, part of the parish of Canwick and small parts of the parishes of Waddington, Aubourn Haddington and South Hykeham, and Thorpe-on-the-Hill in North Kesteven rural district in the county of Kesteven. The county borough as so extended would have had an area of 12,772 acres, a population of 86,500 and a (1962) rateable value of £1,121,000.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF LINCOLN CITY COUNCIL

76. Lincoln City Council welcomed our draft proposals, with two minor reservations :

- (a) that we should draw back our boundary in the Wragby Road area to the line agreed with Lindsey County Council and Welton Rural District Council, as there was no intention to allow building on the area added by us, and
- (b) that we should reconsider including part of the land originally claimed by them to the north of the old airfield in Skellingthorpe, on the ground that the part which they now claimed would be crossed by a road into the city from the southwest and also by a main sewer to drain an estate of about 5,000 houses to be built on the airfield ; for the sake of future repair and maintenance it was preferable for the road and sewer to be inside the city boundary.

77. In support of our draft proposals they urged that the city's present boundary was patently unsatisfactory because it cut through housing estates

and even through houses. The areas proposed for inclusion were undeniably extensions of the city, and the whole formed a single unit from the point of view of industrial employment, culture, social life and recreational pursuits. The services which would be provided in the claimed areas would be at least as good as those provided by Kesteven County Council and North Kesteven Rural District Council, and opportunities would be created for the better employment of the city's existing specialist services, which were capable of expansion.

78. The city council had considered the joint use of the schools at North Hykeham, and were prepared to consult fully with Kesteven County Council in drafting school management rules and articles of government which would safeguard the interests of each authority. Any disagreement would be reported to the Minister of Education when the documents were submitted for his approval. Once they were signed, they would become binding on both authorities. The council were thinking in terms of equal representation from each authority, but if we thought that the county council should have a majority on the governing body of the grammar school, which would have a preponderance of county children, then this would be carefully considered by the city council. Likewise, they would be prepared to consider a joint Education Committee if that were the wish of the Minister of Education. There was no reason why they and the county education authority should not each continue to use their particular method of selection for grammar schools.

79. The inclusion of the North Hykeham schools within the city would give the combined area a wider variety of schools than at present, since at North Hykeham the secondary schools were mixed, whereas in Lincoln the grammar schools were single sex, and only two of the secondary schools were mixed, one a Roman Catholic and the other a Church of England school. In future it could be expected that for reasons of convenience or personal preference some children from the present city area would attend the North Hykeham schools and conversely some children from the present county area would attend schools in the present city. Apart from this, there was no reason why the North Hykeham schools should not continue to serve their present catchment areas, and there was no reason to fear that county children might be displaced in order to make room for children from the existing city area. Indeed more children from North Hykeham would probably attend the present city schools than vice versa, and consequently there would be more room in the North Hykeham schools. The evening institute at North Hykeham, which was already attended by some Lincoln residents, would also be a welcome addition to the educational facilities of the area, but this was only a small return for all the facilities which Lincoln at present provided in technical, art and adult education, in the numerous cultural activities in the city, in the school for the educationally subnormal, in the unit for the deaf, and in the youth employment service. The combination of the city and fringe areas would give a closely-knit community for education purposes, with its headquarters within accessible distance of every part. Parents and teachers alike could readily visit officers of the authority, so that most questions would be answered and problems dealt with on the spot without delay, and officers could readily visit the schools.

80. As for the loss to Kesteven, the city thought that our proposals gave a balance of advantage. On the one hand, the enlarged city would constitute a convenient and effective unit of local government; its population was likely to reach 100,000 before long, for according to the 1961 census the population of the city had increased by 9·6 per cent since 1951, the third largest increase for any county borough in the decade, while the population of North Kesteven rural district had had an increase of 14·1 per cent, the bulk of which was clearly in the claimed areas, and in 1961 and 1962 the number of births in the city had been higher than ever before. On the other hand, the amalgamation of Kesteven and Holland should result in the establishment of a more effective county unit able to provide better services in the combined area than could be given by two separate and comparatively small authorities.

VIEWS OF OTHER AUTHORITIES

81. Lindsey County Council and Welton Rural District Council joined with the city council in asking us to adopt the line agreed between the three authorities as the boundary in the Wragby Road area.

82. Kesteven County Council and North Kesteven Rural District Council opposed the draft proposals so far as they affected their areas. Bracebridge Heath, they said, was physically separate from Lincoln and had its own live and virile parish council. The same applied to Canwick, although the district council conceded that a case could be made out for transferring to the city the industrial part north of the railway and the city's sewage disposal works. The Brant Road area of Waddington parish was not a continuation of the town area, nor was the developed part of Skellingthorpe, but the district council were prepared to concede Lincoln's reduced claim to part of Skellingthorpe parish north of the old airfield. The physical separation of North Hykeham was not so marked, and some minor modifications of the boundary might be justified. It was nevertheless a separate community with a separate way of life and a lively and energetic parish council. Even now the county council were providing a community centre there, comprising a health clinic, branch library and youth centre.

83. None of these areas had any closer or more special links with the city than arose from mere proximity. Their inhabitants might visit shops, cinemas and dentists in Lincoln but only because of their proximity. On the question of journey to work, North Hykeham had its own factories and nearly as many Lincoln residents worked in North Hykeham as vice versa. At least half of the people of Bracebridge Heath worked locally.

84. The two councils thought that people in the claimed areas would gain nothing from the transfer, for the services provided by the county, district and parish councils were at least as good as those provided by the city council, and once inside the city they would have to pay higher rates. The inhabitants were against the change, as was every one of the parishes concerned.

85. Lincoln did not need these areas, for it was not suffering from congestion, but their loss would be serious to the county authorities. The rural district would lose over one-third of its rateable value, and nearly 11,000 of

its population of 34,000. The county also would be weakened, though still a workable unit of local government, and the loss of North Hykeham and Bracebridge Heath, which were a base for providing services to a wide rural area, would be serious. There was deep concern at the prospect of losing the new schools at North Hykeham, of which the local people were very proud. If the grammar and secondary modern schools were transferred to the city, some two-thirds of their pupils would still come from Kesteven, from the rural parts of their catchment areas. Cross-boundary arrangements on such a scale would not be reasonable, and Kesteven children would be at the mercy of the city authorities. The city council had already spoken of introducing into these schools pupils from the present city area, and this could only be achieved by the displacement of Kesteven children. The county council would then have to build more schools. Even if Kesteven children remained at the North Hykeham schools and the county authorities were represented on the boards of governors, it would be undesirable for the parents of so many children to have no redress from their own councillors.

86. The county council declared that if the present situation near Lincoln was unsatisfactory, which they did not accept, then the only way in which we, with our limited powers, could remedy it was to bring Lincoln within the orbit of either Kesteven or Lindsey. If Lincoln with a population of only 77,000 had not already been a county borough, it was most unlikely that we should have recommended its becoming one, particularly as there was little hope in the foreseeable future of its attaining a population of 100,000, even with the addition of the areas we had proposed. Although Lincoln was a cathedral city with ancient traditions, it ought not to be left in the heart of a vast sparsely populated area in local government isolation.

VIEWS OF OTHER BODIES

87. Nettleham and Greetwell parish councils objected to the transfer of their territory agreed by Lindsey County Council and Welton Rural District Council. Nettleham Parish Council told us that on a referendum 74 residents objected, 10 agreed, and 30 did not return the form. The objectors feared an increase in rates without any benefit in services. The Lindsey Association of Parish Councils, however, declined to support these objections, though asking us to adopt the agreed line in the Wragby Road area.

88. The parish councils of Canwick, Bracebridge Heath, Waddington, North Hykeham, Aubourn Haddington and South Hykeham, Thorpe-on-the-Hill, and Skellingthorpe, together with the Kesteven Association of Parish Councils and the Lincolnshire Urban District Councils Association, supported the objections made to our draft proposals by Kesteven County Council and North Kesteven Rural District Council. The North Hykeham Parish Council, who handed in a petition from their residents, told us that by calling on almost every house in the parish they had collected complaints about small matters such as a rut in a road but had heard not a single complaint about the general services given in North Hykeham. Nearly all the residents were against being transferred to Lincoln, and one ratepayer whose house was bisected by the city boundary wished it to be all in

Kesteven. They did not fear the actual displacement of Hykeham children from the Hykeham schools, but they thought that the city council were slower in making proper provision for schools. The other parish councils likewise said that practically all the residents were opposed to the transfer. Similar objections were made by the Kesteven Association of Parish Councils, the Lincolnshire Urban District Councils Association, the Kesteven Federation of Women's Institutes, and the Kesteven Joint Four Secondary Association. The National Union of Teachers suggested that where a school managing or governing body had representatives on a fifty-fifty basis, there might be difficulty if the authorities disagreed on the reorganisation of secondary schools. They did not, however, know of any actual instance.

89. We received many letters of protest from local organisations and residents in the areas we proposed should be included in Lincoln. Their general tenor was that local government services in the city were not so good as those in the county. Particular concern was expressed at the prospect of losing the schools at North Hykeham.

RECONSIDERATION OF DRAFT PROPOSALS

90. The extension of Lincoln into Lindsey agreed on by Lindsey County Council and Welton Rural District Council seems on reflection to be justified despite the protests of the Nettleham and Greetwell parish councils and the reluctance of most of the residents affected. The development in the fringe areas is without doubt a continuation of development inside the city boundary with no semblance of constituting a community in itself, and the same will be true of the future industrial development there. In fact, however, of the request made by the city council, the county council, the rural district council and the Lindsey Association of Parish Councils, we have decided not to press our modification in the Wragby Road area but to adopt the agreed line.

91. In reconsidering the contested extensions into Kesteven, we have first to ask ourselves once again in each case whether the area is substantially a continuation of the town area of Lincoln or is likely to become so. To anyone inspecting the area it is quite clear that North Hykeham is substantially a continuation of the town area of Lincoln. There is building across the boundary and the small areas of open space in the neighbourhood do not link up to form a break between the city and the county development. In any event, they comprise existing or proposed playing fields or small parks such as are found in any town. The extent of the physical links is shown on Map D. East of North Hykeham, on the other side of the river valley, a strip of development along Brant Road is partly in the city and partly in the county. This development is separated from other development in the city by a gap of about half-a-mile occupied by nursery gardens, but it has all the appearance of being urban development and none of being a village. Further east is Bracebridge Heath, standing on high land on the Lincoln Edge. It is approached from the city along the A.15 which, towards the present boundary, rises steeply with ribbon development on its west side and South Common on its east. There is a short break in development at the boundary, but there is no feeling of leaving the town and coming into the country. Bracebridge Heath is mainly residential, but there is also a large industrial estate and the

depot of an omnibus company. Near a public house there are a few shops of suburban type, but this does not constitute any centre for Bracebridge Heath. In fact Bracebridge Heath has no independent character of its own. The smaller settlement of Canwick has a post office and general store, a little church and its old Hall with some adjoining farm buildings, but it does not have the air of a village. Canwick Hall is divided into flats, and around it there are new houses of good quality and more are going up. Walking among these houses one still sees the Cathedral and other Lincoln buildings, for Canwick is on high ground and therefore the small break between Lincoln and Canwick across the cemetery and railway disappears from view. Canwick does not, in a word, seem to be separate from Lincoln.

92. In our judgment, all these areas are substantially continuations of the town area of Lincoln, and we think, too, that they have closer and more special links with the county borough than those which arise from mere proximity. In fact, none of them would exist in its present form but for the presence of Lincoln. They all look to the city as their main shopping centre and for professional services and entertainment. Many of the inhabitants of these areas have come from Lincoln. Census figures show that in the decade 1951-61 the population of the city rose by 9·6 per cent compared with an increase of 76·5 per cent in North Hykeham parish and 42·7 per cent in Canwick parish. These much larger increases in the parishes doubtless include immigration from areas outside Lincoln, but they must also represent a substantial movement from the city itself. During this period Bracebridge Heath gained only 3·5 per cent, which is less than its natural increase, but on inspection we saw a considerable number of new houses which look as though they had been built in the last year or so. There are also reciprocal links consisting of journeys to work. Not only do many people from the fringe parishes work in Lincoln, but people from the city travel out to work in the parishes.

93. The county council and the district council argued strongly against the loss of North Hykeham, on the ground that it was a base for the provision of services to the more rural parts of the north of the county. It was evidently the loss of the schools in North Hykeham that troubled them most, for, so they told us, the North Kesteven Grammar School and the Robert Pattinson Secondary Modern School at North Hykeham both draw two-thirds of their pupils from areas which under our draft proposals would remain in the county. Yet if these schools were transferred to the city, arrangements would have to be made between Lincoln and Kesteven for children from the county areas to continue to attend them. Cross-boundary arrangements of this kind are common, and there is no reason why they should not work well, for Lincoln have said that they would be prepared to give the county representation on the managing and governing bodies of these schools. They were thinking of equal representation, but said that they would be prepared to consider giving the county a majority on the governing body of the grammar school, if we thought that would be the right course. This matter would be one for discussion between the two authorities and, if need be, the Secretary of State for Education and Science, but the city's attitude appears to us to augur well for co-operation. It is true, as the county council said, that parents of children in the county would not have an elected representative on the local education authority whose schools their children attended, but parents with

problems about their child's education usually approach the school staff first, and then, if they receive no satisfaction, the board of governors.

94. Another course would be for the county council to retain one or both of the schools and for cross-boundary arrangements to be made in the opposite direction. This, with the city represented on the governing and managing bodies, should work equally well. Whichever course is adopted, it seems to us that a wider choice of secondary education could be made available to children not only in the enlarged city but in the county areas too, for children who were educated in the city under cross-boundary arrangements could also have a free choice of any of the appropriate city schools. A wider choice of schools would be a distinct advantage to parents.

95. We recognise that it is no light matter to transfer from Kesteven an area containing some 12,000 people, but the county council themselves maintained that Kesteven would, though weakened, still be a workable unit even if deprived of this area and of Stamford—in fact we are not now proposing the transfer of Stamford—and we are proposing another change which will leave the county administration stronger instead of weaker, namely the amalgamation of Kesteven and Holland. North Kesteven rural district would lose a third of its population and rateable value, but the future of the rural district will have to be considered at the county review, and some alteration of the county district boundaries looks quite practicable.

96. On the other hand, the addition of 12,000 people to Lincoln, with a population of 77,000, would considerably strengthen the county borough. The county council themselves implicitly recognised that some such strengthening was desirable, for they said that Lincoln constituted a local government unit which, but for past history, would not today be considered large enough in resources and population to be an authority providing all local government services. To be sure, they suggested that if we thought the position unsatisfactory, we ought to recommend making Lincoln a non-county borough in Lindsey or Kesteven, but with the substantially continuous areas in Welton rural district and North Kesteven rural district the population of Lincoln would probably be well over 90,000 in the 1970's and so approaching the figure of 100,000 which, under the Act of 1958, is presumed to be enough to support the discharge of the functions of a county borough.

97. It seems to us, then, on considering the interests as well as the wishes of the inhabitants of Lincoln and of North Kesteven, and the effect on the county, that the balance of advantage lies in transferring these fringe areas to Lincoln.

98. We have looked again at the detailed boundaries, to see whether the line of the proposed Lincoln Ring Road running south of North Hykeham would provide a better boundary than the one in our draft proposals. To use that line, however, would leave the county with straggles of development which are direct continuations of the main development of North Hykeham, and in any event the road is not likely to be built for many years yet. We have decided, therefore, to adhere to the boundary in our draft proposals.

99. The city council renewed their claim to part of Skellingthorpe parish north of the old airfield, but limited the area which they sought to that which would be crossed by a road linking new development on the airfield site to the city and by a main sewer also serving the new development. They thought that

for maintenance it would be more convenient if the road and the sewer were wholly in the city. The rural district council were prepared to concede this claim and it seems reasonable to us. We therefore include this area in our final proposals.

PROPOSALS

100. We accordingly propose that Lincoln county borough should be extended to include parts of the parishes of Greetwell and Nettleham in the rural district of Welton ; the parish of North Hykeham, most of the parish of Bracebridge Heath, parts of the parishes of Aubourn Haddington and South Hykeham, Canwick, Skellingthorpe (including nearly all the detached part of the parish) and small parts of the parishes of Thorpe-on-the-Hill and Waddington in the rural district of North Kesteven. The county borough, with boundaries as shown on Map No. 3 and described in the schedule contained in Appendix 7, would have an area of 13,100 acres, a population of 90,000 and a rateable value of £2,925,000.

CHAPTER IV

Lincolnshire County Boundary Changes

STAMFORD AREA

DESCRIPTION OF AREA

101. Stamford is a frontier town in the south of Kesteven, projecting westwards and bordering on the counties of Rutland, Northamptonshire and Huntingdon and Peterborough. Stamford was one of the Five Boroughs making up one of the main divisions of the Danelaw, the other four boroughs being Lincoln, Derby, Nottingham and Leicester. These boroughs were the headquarters of Danish armies, but before the Norman Conquest the lands belonging to the Danish army of Stamford had come to form part of Lincolnshire. In our review of the East Midlands General Review Area we formed the opinion that the county boundaries needed alteration in the Stamford area, but we eventually decided to defer dealing with the future of Stamford till we had reviewed Lincolnshire and East Anglia, and so we left open the boundary between Kesteven and the Soke of Peterborough. We proposed, however, some minor changes to the boundary between Kesteven and Rutland on the north and west of Stamford. We also proposed that the northernmost Northamptonshire parishes of Easton-on-the-Hill, Collyweston and parts of Duddington and King's Cliffe, should be excluded from Northamptonshire, with the idea that they ought ultimately to be in the same county as Stamford, whichever that might be (Report No. 3, paras. 187 sq.).

VIEWS OF AUTHORITIES

102. Stamford Borough Council gave us to understand that their main concern was that the county boundary should be moved well away from the centre of the town in order to give the town room for expansion, but they could see some gain in the transfer of Stamford to the new county of Huntingdon and Peterborough. Kesteven County Council contended that this transfer would involve a serious loss to the county, and protested that our proposal to exclude the northernmost parishes from Northamptonshire in order to put them in the same county as Stamford had prejudged our conclusions on the future of Stamford, since the addition of these parishes to Kesteven would give Kesteven a strange elongated shape. They suggested the transfer to Kesteven from the Soke of Peterborough of land on the southern boundary of Stamford, comprising the parishes of Wothorpe and St. Martin's Without in Barnack rural district.

103. South Kesteven Rural District Council explained that they had offered 800 acres in Uffington parish to Stamford for future development. If Stamford remained in Kesteven, as they thought preferable, the adjoining parishes in the Soke of Peterborough, and possibly those in Northamptonshire, should be brought into Kesteven. If Stamford were transferred to the Soke of Peterborough, however, the 800 acres from Uffington should go with it. They

were not prepared to concede more of Uffington parish, since practically all the inhabitants were in favour of remaining in Kesteven.

DRAFT PROPOSALS

104. In our statement of draft proposals we said that we had looked at the Stamford area again. The area round Stamford looked to Stamford, and the whole area was within the sphere of influence of Peterborough. We therefore proposed that Stamford, together with the parish of Uffington in South Kesteven rural district and the parishes already proposed to be excluded from Northamptonshire, should be transferred to the new county of Huntingdon and Peterborough.

105. This transfer of Stamford and Uffington from Kesteven would have reduced the area of Kesteven by about 4,960 acres, its population by 12,600 and its rateable value by £168,000. The addition of the Stamford area and the Northamptonshire parishes to the new county of Peterborough and Huntingdon would have increased its population from 167,000 to 181,200 and its 1962 rateable value from £2,130,000 to £2,313,000.

REACTIONS TO DRAFT PROPOSALS

106. At the conference, Stamford Borough Council supported our view that the whole of the adjoining area looked to the town, and that Uffington and the Northamptonshire parishes should be in the same county as Stamford. Stamford was likely to grow, but the Minister's decision to allow the county of Rutland to remain as it was meant that if Stamford were to stay in Kesteven, and the southern boundary of Kesteven were not extended southwards, then Stamford could expand only eastwards into Uffington parish. This would result in the town's being lopsided. While the borough council had no quarrel with Kesteven and the services provided by the county, they thought that in view of our draft proposals the future of Stamford would be better served if it were part of the new county of Huntingdon and Peterborough.

107. The Soke of Peterborough County Council also thought it right for Stamford to go into the new county. In their view the only direction in which the borough could profitably expand was into the Soke, and St. Martin's was almost indistinguishable from Stamford. If a new university were provided on land which the Marquis of Exeter was prepared to make available to the south of Stamford, this site could be put within Stamford, making it once again a university town. If Kesteven were united with Holland, it would be a very effective county without the necessity of retaining Stamford. Peterborough City Council supported these views.

108. Kesteven County Council, supported by the South Kesteven Rural District Council, the Kesteven Association of Parish Councils and the Lincolnshire Urban District Councils' Association, vigorously opposed the transfer of Stamford to the new county, though conceding that Stamford was within Peterborough's sphere of influence. In their opinion the present boundaries led to no difficulties that could not be solved simply by making the trunk road the boundary on the west, and including on the south the parish of St. Martin's Without and a small stretch of Barnack

Road and Cannock Road. On the other hand, Stamford was an essential base for the county services in south Lincolnshire, and the loss of Stamford with its population would be serious to the county. The facilities built up and centred on the borough might well become redundant and alternative centres for services need to be found elsewhere. Besides, the people of Lincolnshire had a great pride in Stamford with its ancient history and great beauty. Uffington Parish Council said that they wished to be in the same county as Stamford in view of their connections with it for education, business and social activities, but subject to this they would prefer to remain in Kesteven.

109. Similar objections were made by the Stamford Chamber of Trade (who supported the idea of including St. Martin's Without and possibly Wothorpe in Kesteven), the Stamford and District Trades Council, the Stamford Rotary Club, the National Union of Teachers, and the Joint Committee of the Four Secondary Associations. We also received two representations from leading business and professional people connected with Stamford opposing the transfer southwards. The County of Lincoln Territorial and Auxiliary Forces Association said that the loss of Stamford would be a serious blow in such a sparsely populated county as Lincolnshire, one company of the county regiment being recruited from around the town. The association had strong links with Stamford, and owned a new drill hall there which they would not wish to lose.

110. Northamptonshire County Council, Oundle and Thrapston Rural District Council, Easton-on-the-Hill and Collyweston parish councils and the Northamptonshire and Soke of Peterborough Federation of Women's Institutes also objected to our draft proposal. It was contended that there were no particular problems which justified the removal of Stamford from Kesteven and with it the Northamptonshire parishes; the people had no wish to leave their county.

111. Rutland County Council drew attention to the responsibilities given to them by the Minister of Transport for the maintenance of a section of the trunk road to the west of Stamford. They asked that in order to bring into Rutland the whole of the section which they were maintaining, the county boundary should run to the east of this road rather than to the west of it, as we had proposed in our earlier report (Report No. 3, Appendix II and Map No. 1, part 8, points C-D).

RECONSIDERATION OF DRAFT PROPOSALS

112. The case for transferring Stamford to the new county of Huntingdon and Peterborough rests on the close connexions of Stamford with the city of Peterborough, which is a market and industrial town, and on the desirability of allowing Stamford to expand southwards as well as eastwards. The second point, however, which was accepted both by Kesteven County Council and by the Soke of Peterborough County Council, could be met merely by adding to Kesteven the adjoining parts of the parishes of St. Martin's Without and Wothorpe, as this would permit of some building in gaps between existing development. As to the first point, the discussion at the conference did nothing to shake the view that Stamford could

conveniently be administered as part of the new county. Yet if transferred to the new county Stamford would still be a frontier town with a sphere of influence extending outside its own county, and although Stamford is a curious projection of Kesteven bordering on three other counties, the discussion failed to produce any indication of actual inconvenience in county administration caused by this situation. Quite apart, therefore, from any question of the effect on Kesteven of the loss of Stamford, the advantages to Stamford of the transfer do not prove on examination to be so obvious as to outweigh the evident wishes of a considerable section of the people of Stamford who do not desire to sever their historic, cultural and administrative links with Kesteven.

113. If Stamford is not to be transferred to the new county, the question arises of transferring to Kesteven all the territory in the Soke of Peterborough within Stamford's sphere of influence for shopping purposes. This sphere of influence includes practically all of Barnack rural district and a little of Peterborough rural district. It would, however, be illogical to recommend bringing this territory into Kesteven purely on the ground of its being within Stamford's sphere of influence for shopping purposes, when Stamford itself lies within the sphere of influence of the city of Peterborough for more specialized and occasional purposes. We therefore propose merely the transfer to Kesteven of parts of the parishes of St. Martin's Without and Wothorpe, in order to add to Stamford what is already practically indistinguishable from it or needed for its future growth, together with a very small part of the Northamptonshire parish of Easton-on-the-Hill to the north of the Stamford by-pass. (See Map No. 1, part 4.)

114. Our earlier proposal to exclude from Northamptonshire the whole of its northernmost parishes would have fitted in either with a proposal to transfer Stamford to the new county or with a proposal to transfer to Kesteven the whole of Barnack rural district, but it does not fit in with our proposal to transfer only small pieces of land to Kesteven, for in this case these Northamptonshire parishes would form an awkward appendage to Kesteven. While we have no power to revoke a proposal once made, we have in mind that the Minister decided not to hold any inquiry into the objections to our earlier proposal till we had carried out our review of Lincolnshire and East Anglia, and we think it only fair to Northamptonshire County Council, who have assisted us throughout in the most friendly fashion, to record our view that our present proposal in effect invalidates our earlier one.

115. Again, we regard as reasonable the modification suggested by Rutland County Council to the proposal in our earlier report for the Rutland county boundary. As mentioned in paragraph 111 this modification would make the eastern rather than the western boundary of the Stamford by-pass the county boundary. Otherwise our original proposal for the Rutland county boundary still stands.

BOUNDARY BETWEEN LINDSEY AND KESTEVEN

116. The existing boundary was originally the centre of the River Witham, but over the years the course of the river has been changed by improvements.

We propose that the boundary, as agreed between the authorities concerned, be realigned along the centre of the present course of the River Witham, except near Branston Island, where the existing boundary following the centre of the old River Witham does not cause any difficulties. (See Map No. 1, parts 1 and 2.)

BOUNDARY BETWEEN HOLLAND AND THE COUNTY OF HUNTINGDON AND PETERBOROUGH

117. The Soke of Peterborough County Council suggested the transfer to their county of a salient of Holland comprising some 250 acres in the parish of Crowland; this land formed part of their own Borough Fen smallholdings estate and the only access was over roads in the Soke of Peterborough. We put this suggestion forward in our draft proposals and Holland County Council had no observations to make on it. We therefore propose that this area should be transferred to the new county of Huntingdon and Peterborough. (See Map No. 1, part 3.)

BOUNDARY BETWEEN HOLLAND AND THE COUNTY OF CAMBRIDGESHIRE AND ISLE OF ELY

118. Holland County Council suggested that this boundary should follow the straight line of the North Level Main Drain instead of the winding course of Lady Nunn's Old Eau, on the ground that the alteration would produce a more natural and clearly defined boundary. This alteration would have transferred some 3,500 acres and 540 people to Holland. The Isle of Ely County Council disagreed on the ground that the existing boundary gave rise to no difficulty in providing services in this area, and in fact some children on the Holland side of the existing boundary received their education at Wisbech. The water course forming the existing boundary was known as the Shire Drain when it was improved in the 1590's, and we are reluctant to propose altering such ancient boundaries merely to get a tidier boundary, unless the authorities are agreed. We therefore decided not to include any alteration of this boundary in our draft proposals, and Holland County Council, though regretting our decision, did not pursue the matter. We are of the same mind still.

CHAPTER V

The Counties of Lincolnshire

DESCRIPTION OF AREA

119. The geographical county of Lincolnshire contains the county boroughs of Lincoln and Grimsby and the three administrative counties or "Parts" of Lindsey, Kesteven and Holland. This tripartite division of Lincolnshire goes back to ancient times. In the English invasion of Roman Britain the avenues of infiltration into Lincolnshire were the Humber with the Trent and Ancholme, the river Steeping in the south Wold area and the Wash rivers, particularly the little river Slea, whose course provides a short cut across the southern end of the Lincoln Edge to the lower valley of the Trent in the Vale of Belvoir. The areas which were little affected early were the coastal Marsh, the whole of the Fenland included in the Parts of Holland, and apparently the lower valley of the Witham from Lincoln to Boston. The northern part of Lincolnshire became the Kingdom of Lindsey governed by a dynasty proudly claiming descent from Woden, whereas the settlers inhabiting the southern parts known since the eleventh century by the names of Kesteven and Holland were not strong enough to attain independent political existence.

120. To-day, the geographical county is in area the second largest in the country after Yorkshire, with which county Lincolnshire has some points of resemblance. Each is administratively split into three divisions; each has a traditional and convenient centre (York and Lincoln) from which most parts of the county are readily accessible; in each, one part or riding is stronger than the other two. Lincolnshire however is more predominantly agricultural than its neighbour. Its economy has changed little since the present system of local government was established—except for the development of an important centre of the steel industry at Scunthorpe and of a group of holiday resorts between Skegness and Cleethorpes which serve the industrial areas of the East Midlands and South Yorkshire, together with the post-war evolution of a new industrial belt alongside the deep water channel of the Humber. These three areas provide 70 per cent. of the rateable value of Lindsey and therefore the basis of its financial strength. Its rateable value per head was £41·6 in 1964 when it stood 11th among English counties. Elsewhere the agricultural face of Lincolnshire has changed only to the extent to which farming technology and improved road transport facilities have generated a bigger-scale farming and a marked depopulation of the rural countryside of the heath and wold uplands of Lindsey and Kesteven. The smaller market towns have hardly changed and services have become concentrated in the larger towns and especially in Lincoln itself. In Lincoln and some of the other larger towns, such as Grantham and Stamford, substantial engineering industries have evolved from former agricultural engineering workshops. The Fenlands of Holland, east Kesteven and the south-east corner of Lindsey have a different type of farming, an intensive horticulture developed on the rich silt, loam and peat soils to provide market garden produce for South-Eastern and Midland

markets. This area, which has contacts with Peterborough as much as with Lincoln, has not only an expanding agricultural economy but also a slightly growing population. But with agricultural derating, its main source of prosperity is not reflected in rateable resources (Holland's rateable value per head being £26·4, 46th among English counties in 1964, while Kesteven's was £26·4, 47th among English counties).

VIEWS OF AUTHORITIES

121. None of the three county councils made proposals for any major change in the area or status of their authority. Kesteven County Council claimed that Kesteven was an area of ideal size for the administration of the various types of institutions required and yet small enough to retain a close and happy relationship with the central administration. Kesteven and Holland county councils both opposed any suggestion that the two counties should be amalgamated, urging that there was no convenient administrative centre for both counties and that the two counties were incompatible with a different type of agriculture prevailing in each.

DRAFT PROPOSALS

122. We pointed out that while Lindsey had a population of 338,500 in 1962, the other two parts of Lincolnshire were among the smallest administrative counties in England.

123. Holland had a population of 104,000, a rateable value of £1,012,000 and a penny rate product of just over £4,000. It was, therefore, small in population and poor in rateable value, although agriculturally it was rich and prosperous. In our view the small population had resulted in less than full effectiveness in some important services.

124. In the education service the percentage of pupils staying on after the compulsory school leaving age was below that of the average English county and of the other parts of Lincolnshire. Holland was limited in the professional educational staff and subject organisers they could employ and in the salaries they could offer them. They were bound, therefore, to rely mainly on advisory staff who had not yet gained wide experience. Little had been done in further education and, even when the Boston College of Further Education was opened, its scope would be limited. Arrangements with neighbouring counties for co-ordination of technical education were good and we would not suggest that there should be uneconomic duplication of courses: but, while the lack of institutions of further education could be met by the use of those of neighbouring authorities, there were positive advantages in being part of an authority large enough to maintain its own institutions. If, for example, an area had a direct say in the control of its own farm institute, it could ensure that its particular needs were met and that the staff of the institution was used to influence standards throughout the area. Similar considerations applied to admission to special schools, where there had been difficulties, although we understood that some improvement was in prospect. Holland's youth work, although now making progress, seemed to have had rather a slow start. Its library service was administered by Lindsey. Moreover, the

smallness of the population limited the extent to which, or the economy with which, provision could be made by the council for groups of children with special needs. We recognized that there were some handicaps so rare that they had to be dealt with on a regional or even national basis, but others were looked after by most county councils through their own staff in their own institutions.

125. Some of the deficiencies were more important than others; none, taken by itself, would be decisive, but added together they led us to the view that if a means of strengthening the administration were at hand, it would enable improved services to be provided for the people of Holland—and at a cost which would be less than if they sought to do this for themselves. Moreover, although some improvement could be secured by a considerable increase in expenditure which would fall heavily on Holland's rateable resources, other deficiencies were attributable to case-loads which were too small because of the county's small population. There was no reason to expect any considerable growth in the population either by natural increase or migration; the number of pupils in the schools had in fact tended to decline. And, of course, it had always to be borne in mind that the responsibilities of authorities and the demands made upon them were increasing and were likely to continue to increase.

126. Kesteven had provided a rather wider range of services than Holland, but here again the limitations imposed by a comparatively small population and comparatively small resources had forced the council to advance slowly. This was particularly noticeable in mental health matters and in the provision of homes for old people. These limitations would be more severely felt if our draft proposals for Lincoln and the Stamford area were carried into effect, reducing the county's population to 119,000.

127. If Holland and Kesteven were amalgamated, the county would have a population of 222,800 and a (1962) rateable value of £2,202,000. It would still be among the smaller administrative counties, but in our view its total resources (in terms of both money and case-loads) would enable the provision of better services than either of the existing county councils could provide by themselves.

128. Neither Kesteven nor Holland wanted an amalgamation, their principal objections being first inconvenience, and second incompatibility. In our view both objections had been exaggerated. Some Holland councillors would have longer journeys if Sleaford became the county centre, but judged by the standards of middle-sized counties no journey would be excessive. That there was a difference in the type of agriculture in the two counties was true, but there were as great differences within many existing counties without there being any incompatibility. We thought, on the contrary, that a combination of counties with this degree of variety would bring benefit to both.

129. We had also considered whether an amalgamation of all three parts of Lincolnshire should be proposed. Lincolnshire already had its geographical unity. One police service covered the whole area, as did county

associations for many voluntary bodies and other organisations. In addition Lincoln, which would be the natural centre, was already the headquarters of Lindsey's administration and very little of Lincolnshire was further from Lincoln than parts of Lindsey already were.

130. Taking into account our other draft proposals affecting the three Parts of Lincolnshire, a single administrative county of Lincolnshire would have an acreage of 1,678,000, a population of 526,000 and a (1962) rateable value of £6,685,000. It would be a strong county comparable in population and resources to Gloucestershire or Somerset.

131. There were, however, arguments against such an amalgamation. It would be slightly larger in area than Devon, at present the most extensive English administrative county, and there would obviously be some loss of convenience for Kesteven and Holland. None of the county councils favoured it, and all three had stressed that there would have to be a considerable reduction in electoral representation in order to have a new council of reasonable size. It would be a very sparsely populated county as well as a very large one.

132. We therefore made no proposal for a single Lincolnshire, though we suggested that the possibility should be examined at the conference. We did, however, propose the amalgamation of Kesteven and Holland.

REACTIONS TO DRAFT PROPOSALS

133. Holland County Council suggested before the conference that if Lincolnshire had to be divided into two counties, which they did not accept, the boundary between the two parts ought not to follow the present boundary of Lindsey but should transfer North Kesteven rural district to the northern part and include in the southern part Alford, Horncastle, Skegness and Woodhall Spa urban districts, with Spilsby rural district and parts of Horncastle rural district. This counter-suggestion was opposed by the Lindsey County Council on the grounds that the holiday coast would be divided between two planning authorities—Holland, who had no experience of seaside resorts, and Lindsey, who had plans for the whole coast based on their long experience—and that it would sever from Lindsey county institutions and communities whose links were with Lindsey. Holland County Council did not pursue this suggestion at the conference, where it found no favour except with Boston Rural District Council, who supported it as a reluctant second choice. Apart from this counter-suggestion, discussion turned on our proposal for amalgamating Holland and Kesteven and the idea of a single county of Lincolnshire.

A COUNTY OF KESTEVEN AND HOLLAND

134. Our proposed amalgamation of Kesteven and Holland was opposed by Kesteven County Council with the support of Grantham Borough Council, Bourne and Sleaford urban district councils, and North Kesteven, East Kesteven, South Kesteven and West Kesteven rural district councils (i.e. all the district councils in the county), and also by Holland County Council with the support of Boston Borough Council, Spalding Urban District Council, and East Elloe and Spalding rural district councils (i.e. all the district councils except Boston Rural District Council, who preferred

a single county of Lincolnshire). The East Kesteven and South Kesteven rural district councils qualified their opposition, however, the former saying that if we did feel that Kesteven could no longer exist as a viable unit of government, they would reluctantly accept the amalgamation with Holland, the latter declaring that if, and only if, we felt that there must be some alteration or amalgamation, they would prefer amalgamation with Holland as the least objectionable of the possibilities suggested. The amalgamation of Kesteven and Holland was also opposed by the Lincolnshire Urban District Councils Association, the Kesteven Association of Parish Councils, the Holland Association of Parish Councils, the Community Council of Kesteven, the Kesteven Federation of Women's Institutes, the Joint Committee of the Four Secondary Associations, and the National Union of Teachers. The amalgamation was favoured without qualification only by Lincoln City Council and Gainsborough Rural District Council (Lindsey).

135. The general line of argument was that it would be wrong to amalgamate two counties against the wishes of their inhabitants who were perfectly satisfied with the county services provided, unless it could be shown conclusively that the change would secure a very much more convenient and effective organisation. It was objected: (a) supposing Holland and Kesteven really were poor areas, it would not make one rich area to amalgamate them, (b) the amalgamation would mean inconvenience to members of the county council, particularly in winter, and to ratepayers travelling to county headquarters, (c) it would involve a huge reduction in local representation, (d) it would mean an upset lasting perhaps for seven years, particularly as the seat of the new county headquarters would be a highly controversial issue, for the county administration was the principal industry in Sleaford and a considerable one in Boston, (e) it would break a centuries-long tradition of separate administration.

136. In defence of their own position Holland County Council maintained that Holland was a compact area with a fairly static population, perfect community of interest, known and unique economic and industrial characteristics, adequate financial resources, and perfect accessibility to the administrative centre. Their services were well up to national standards and in some cases above them, for their welfare homes were acknowledged to be above average standard, and they had one of the largest and best managed small-holding estates in the country. Although the county rate levied in Holland was appreciably below the average county rate over the country, they provided a full range of good services because over the last ten to fifteen years they had "done extremely well" out of Government grants, both general grant and rate deficiency grant. They were surprised that we should propose the abolition of a county of over 100,000 in population, in contrast with the treatment accorded to county boroughs. While it was certainly easier to provide services for a population in a compact town than in a scattered county, the case-load of the various handicaps or special needs was proportionate to population, and so was the need for the employment of specialist officers or the establishment of special kinds of institutions. We ought in fairness to specify the deficiencies attributable to small case-loads in a county of 104,000 that were not present in a county

borough like Lincoln of a considerably smaller population. The supposed deficiency in professional education staff and subject organizers was not due to any lack of money or to small case-loads, for the county would not have been put off by the extra cost of a few organizers, an infinitesimal fraction of the cost of the educational service, if they had considered the appointments to be necessary.

137. Kesteven County Council likewise maintained that Kesteven was a satisfactory administrative county. They found it hard to reconcile our statement that Kesteven provided a rather wider range of services than Holland with our questioning Kesteven's ability to continue as an effective unit of county administration. In fact Kesteven's services were good and the district councils were perfectly content with them; there were both the required case-loads and the necessary specialists. They challenged us to prove our assertion that Kesteven had advanced slowly. In their opinion Kesteven would still be a workable county, though weakened, even if our draft proposals for Stamford and Lincoln were realized, and in considering the future population of the county it ought not to be overlooked that the Minister had agreed in principle to the expansion of Grantham to take people from London.

A SINGLE COUNTY OF LINCOLNSHIRE

138. The idea of a single county of Lincolnshire was supported by Boston Rural District Council and the Nottingham, Derby and Lincoln Society of Architects, the latter considering that the new county should also incorporate Lincoln and Grimsby. The council argued that expanding industrial development and the revaluation had led to a marked change in the distribution of the rate burden, and the industrial and rural areas of Lincolnshire ought to be joined together to produce one administrative county of adequate economic resources. The idea had been written off on the score of distances from Lincoln, which could be the seat of the new county council, and of reduced representation. Yet fears of reduced representation were groundless, considering the existing examples of Parliamentary representation, and travel to Lincoln was easy owing to the good lines of communication from all parts of Lincolnshire. Various services were already provided jointly. The existing centres of population constituted good centres for county divisional areas, and the decentralisation of county services had already been successfully achieved by Lindsey.

139. The merger was opposed by Holland County Council, with the support of their other district councils, by Kesteven County Council, with the support of all their district councils, and by Lindsey County Council, with the support of Cleethorpes and Louth borough councils, Alford, Gainsborough, Horncastle and Skegness urban district councils, and Caistor, Gainsborough, Grantham, Brigg, Horncastle, Louth, Spilsby and Welton rural district councils. It was also opposed by the Lincolnshire Urban District Councils Association (who also spoke at the Conference on behalf of the urban district councils of Barton-upon-Humber, Brigg, Mablethorpe and Sutton, Market Rasen and Woodhall Spa), the Holland, Kesteven and Lindsey Associations of Parish Councils, the Lindsey and Holland Rural Community Council, the Community Council of Kesteven, the

Kesteven Federation of Women's Institutes, and the Joint Committee of the Four Secondary Associations.

140. The main objections raised to a single county, apart from the upset involved, were the long distances that elected members would have to travel in order to get to Lincoln or to visit institutions all over Lincolnshire, the reduced representation and the loss of the personal touch inevitable in such a large authority. It was contended that the services administered jointly over all Lincolnshire, viz. police, probation and archives, and the library service shared by Lindsey and Holland, were irrelevant to the consideration of any further combination of typical local government services, because these joint services involved the minimum of committee work and personal attention to local affairs, and there had to be police authorities on a wider basis than single local authorities. Nor should inferences be drawn from the sharing of specialist institutions like the special school, Branston Hall. It was pointed out that all but two of the voluntary bodies like the Red Cross had originally been organised on a Lincolnshire basis but had seen fit to divide themselves into a north and south, and the remaining two, the Boy Scouts and St. John Ambulance, would probably be driven to do likewise.

141. The contentions that Holland and Kesteven were satisfactory counties were used against the single county merger as they were used against our proposal for two counties, and Lindsey County Council too protested that Lindsey was of such size and resources that it was well able by itself both at present and in the future to provide effective and convenient local government and would not be improved by a 60 per cent increase in size.

RECONSIDERATION OF DRAFT PROPOSALS

142. The net effect on Lindsey of our proposals to extend the county boroughs of Grimsby and Lincoln, together with the small adjustments of the county boundary with Kesteven and the small net gain arising from our previously published proposals for the York and North Midlands General Review Area would be to reduce the county's area by 2,400 acres to 958,600 acres, its population by 35,000 to 314,000 and its rateable value by £1,312,000 to £13,175,000. The net effect on the county of Holland of the small adjustment of the county boundary with Huntingdon and Peterborough would be to reduce the county's area by 250 acres to 267,600 acres and leave its rateable value of £2,758,000 and its population of 104,500 practically unchanged. The net effect on the county of Kesteven of our proposals to extend the county borough of Lincoln, together with the small adjustments of the county boundary with Lindsey and with Huntingdon and Peterborough, and the small net loss arising from our previously published proposals for the East Midlands General Review Area would be to reduce the county's area by 4,700 acres to 457,400 acres, its population by 11,800 to 132,100 and its rateable value by £321,000 to £3,476,000. (The detailed composition of these figures is given in Appendix 1.)

143. In saying that in Kesteven "the limitations imposed by a comparatively small population and comparatively small resources had forced the council to advance slowly . . . particularly in mental health matters and in the

provision of homes for old people", we were not indulging recklessly in unwarranted criticism. We saw at Sleaford and at Grantham old people's homes in old Public Assistance Institutions which seemed to us unsatisfactory and were doubtless recognised by the county council to be unsatisfactory because their use was planned to come to an end. In dealing with mental health matters, the small number of certain types of case to be dealt with presented problems which could not have been, and were not, denied. At the same time, we saw several good homes and clinics, and we take the special survey carried out to ascertain the number of physically handicapped persons as an example of enlightened administration. The emphasis which we wished to place was on the limiting factors of small population and resources, not on the performance of the authority within those limiting factors.

144. In proposing to leave Stamford in Kesteven after all, we shall avoid reducing the population and resources of the county so far as our draft proposals would have done. Nevertheless most larger counties would be quite sure that they would be faced by substantial difficulties in experimenting and developing their services if they were to be reduced to a population of well under 150,000; and we do not think it unreasonable to hold that greater numbers and greater total resources would be a help in developing all the personal services, if it could be done without too great a loss of convenience. We are aware of the possibility of the expansion of Grantham to help relieve congestion in London, but no houses were actually built under the agreed scheme to take people from London, and no further scheme has yet been approved by the Minister. We therefore cannot bring it into our calculations.

145. Holland County Council claimed that their resources were quite adequate and that the services provided had not been affected by any lack of money. They accepted that the county rate was appreciably below the average county rate all over the country, but replied that they had done extremely well with Government grants, both general grant and rate deficiency grant.

146. It was argued that because the Act required us in the case of the constitution of a county borough to assume that a population of 100,000 is sufficient to support the discharge of the functions of a county borough council, we should, therefore, make a similar assumption with respect to a county council of that population, since the case-loads and the variety of specialties must be about the same. Mathematically this must be so, but the circumstances of a county and a county borough are not the same and this makes a practical difference.

147. Quite apart from the fact that a county borough does not have to support two tiers of authorities, and can make available for the whole gamut of its services such common elements as the treasurer's and engineer's departments, a small county borough of around 100,000 population has advantages in organizing its services which are denied to the small county. No resident in a small county borough lives more than a mile or so from the administrative headquarters. If branch clinics or other forms of building are needed, they are within easy reach of specialist staff and of the chief

officer himself. This simplifies the deployment of the officers required. Moreover, because of the concentration of the population, the number of clinics and other buildings needed to meet the convenience of the inhabitants is at its smallest and the officers lose nothing in travelling time so that more hours are worked for the same number of staff.

148. In counties the population to be served is in scattered communities, many of which are situated at some distance from the centre and separated by sparsely populated rural areas. The position is in this respect the reverse of the small county borough. To serve the same population at the same standard there must be a greater number of clinics, etc. and the specialist staff must spend a greater proportion of their time in travelling.

149. This seems to us to be self-evident, but if any support for such a view is needed, then it has been supplied to us in abundance in our interviews with many of the larger counties. Counties with a population of several hundred thousand and upwards have explained to us how their services are organized, and how, if their populations were substantially reduced, it would make it both more difficult and more expensive for them to maintain the same standard of services. We have not always accepted these arguments in their application to particular cases, but we do think that where counties are as small as those we have here, there is a strong case for considering whether reasonable opportunities exist for joining forces.

150. We have argued in other reports that total resources are important as well as resources per head and Holland and Kesteven are comparatively weak in both. General grant and rate deficiency grant enable the smaller county to meet *present* expenditure more or less as well as the average-sized county, though economies of larger-scale operations must benefit the larger county. The real difficulty of a small county is in raising *additional* expenditure to improve quality, to introduce specialist staff, institutions and equipment, and to experiment. Rate deficiency grant assists the small county in this sort of additional expenditure by meeting, in effect, a part of it according to the percentage shortfall of its resources in rate product per head. But the balance of the additional expenditure falls on the rates, and a penny rate in Holland produces £10,800 and in Lindsey £57,900. This means, to the ratepayer, that in order to raise an additional income of the same amount, whether it be £1,000 or £100,000, Holland must levy a rate three times more than Lindsey even after taking into account rate deficiency grant. (See Appendix 6.) It may be objected that Holland would not need to raise "the same amount" as Lindsey, but though that is true of any fully developed feature of a service, it is not true, or only partly true, of an experimental feature. That is why the growing-points of social services are, usually, found in authorities of a certain size and total resources.

151. The lack of financial resources seemed to us on our visits to be strongly suggested by the absence of a hostel for working boys and of mixed children's homes, and the continued use as an old people's home of the Edwardian infirmary wing of a Victorian workhouse, the home being hemmed in by the old workhouse, the civil defence depot, a timber yard and dock and factory buildings. The two training centres for the mentally sub-normal were both mixed and all-age. Of course each of these defects

singly can fairly easily be remedied, and no doubt eventually all will be remedied, but we consider that it would be hard to expect Holland to provide from its own resources, including grants, continuously improved education, health, welfare and children's services.

152. We recognise that many of the people of Holland do not want the present arrangement to be altered. Yet we are reminded of what was said to us by the clerk of a county council at an earlier conference, that if we can see any definite advantages or disadvantages, we are entitled to overrule the wishes of the inhabitants, though if we are in doubt on the balance of advantage, we ought to treat the wishes of the inhabitants as decisive. This seems to us a sound principle.

153. The question therefore arises whether Holland could be helped by being joined with one of its neighbours. Lindsey administers the library service in Holland, but, as we were told at the conference, Lincolnshire organisations tend to divide into north and south, so that a union with Kesteven would be more obvious than one with Lindsey. It was objected against an amalgamation with Kesteven that to join two poor areas together would not produce one rich one. Up to a point this is of course true, but it is equally true that a larger authority, owing to its greater resources, is better able to provide for priorities in expenditure and meet any unforeseen additional expenditure, and has greater scope for undertaking expensive schemes from which a smaller authority naturally shrinks. It was objected also that the amalgamation would increase intolerably difficulties of communications, felt particularly in the winter. But such difficulties are successfully surmounted in Lindsey, which is not very different in size and climate. The same answer applies to the objection of reduced representation. It was contended again that there would be controversy over the seat of the new county headquarters, since the claims of Sleaford and Boston would both be bitterly maintained. Certainly this would be an initial difficulty, but it would not be a recurrent difficulty. Lastly, it was objected that the amalgamation would break a centuries-long tradition. We recognise that it would be a wrench, for county loyalties touch even those who are not interested in local government. Nevertheless, the ancient names of Kesteven and Holland would still remain, and a division of Lincolnshire into north and south finds support in the modern example of voluntary bodies like the Red Cross. It is worth recording, as we were told at the conference, that over fifteen years ago there was a branch of the Rural District Councils Association for the whole of Lincolnshire, but that mainly for convenience of travelling it was found preferable to form two branches, one for Lindsey and one for Holland and Kesteven. It was evidently not thought necessary to divide the Lincolnshire branch further than that.

154. To sum up, the amalgamation of Holland and Kesteven, which is vital for Holland and advantageous to Kesteven, would not raise any overwhelming difficulties.

155. It might indeed be suggested that if the present arrangement has to be disturbed at all, it would make a better job to create a single county of Lincolnshire with its headquarters at Lincoln, for such a county would be in a different range of resources from a united Kesteven and Holland,

with a greater variety of urban as well as rural interests, and Lincoln with its traditions, its central position, and its good roads to all parts of Lincolnshire, would be the undisputed seat of the county headquarters. We agree with Boston Rural District Council that such a county would be entirely practicable, provided that the usual divisional organisation were set up to prevent members of the county council from having to make frequent journeys to distant parts of the county—though we note that Lindsey is in one of the new regional planning areas and Holland and Kesteven in another. We do not, however, think ourselves justified in proposing this merger, because Lindsey is a perfectly satisfactory county as it stands, and the merger would be against the wishes of the county council and many of the people of Lindsey. While we believe that the union of Holland with Kesteven is clearly beneficial, and therefore justifiable despite the wishes of the county councils and peoples of Holland and Kesteven, the benefits which would flow from a merger of all three counties are not to us so clear as to warrant disturbing a county such as Lindsey against its wishes as well as against the wishes of the other two.

PROPOSAL

156. We accordingly propose that the existing administrative counties of Lincoln—Parts of Holland and Lincoln—Parts of Kesteven, as amended by our previous proposals, should be amalgamated to form a single new administrative county. The area of this county would be 725,000 acres, its population 237,000 and its rateable value £6,235,000.

CHAPTER VI

Great Yarmouth

DESCRIPTION OF AREA

157. Great Yarmouth, a considerable holiday resort and port on the east coast, and once a naval station, lies 20 miles east of Norwich, and 8 miles north of Lowestoft in East Suffolk. With a population of 52,720 it is the third smallest county borough. Inland it is separated from the nearest settlements of Acre and Reedham by some seven miles of marshes surrounding the rivers Bure, Yare and Waveney which drain into Breydon Water, a large expanse of flats covered by water at high tide. It has, however, a link with Norwich by rail as well as by trunk road, while one class A road runs north from the town and two run south. Yarmouth first developed on a low sand-bank which spread across a wide estuary stretching from Caister in the north to Corton in the south, while the Yare and its tributaries were deflected more and more to the south. The original settlement on this sand bank was surrounded in the fourteenth century by a defensive wall inside which the houses were closely packed in "Rows" constructed on a grid-iron pattern. Later development spread across the Yare into Southtown (incorporated in 1668), and Gorleston (incorporated in 1835). The two halves of the town are still linked by only one road bridge and considerable traffic congestion occurs at peak hours.

158. Yarmouth received its first charter from King John in 1209 and it early became prominent as a fishing port and a base for supplying warships; in 1340 at the battle of Sluys it fitted out and manned more ships than any other port. Yarmouth's economy, until recently, had been almost wholly bound up with the sea as a port for trade with the Continent, particularly with the Low Countries and Scandinavia, as a naval base, and above all as a herring fishing port. In recent years, with competition from the Continent, herring fishing has declined, and today fishing directly employs only about 1,200 people; at least a further 1,000 are employed in boat building and repairing, the manufacture of nets and sails, and in harbour and inland water transport. Timber and oil storage are now thriving, as well as new industries which have been introduced recently—food processing, packaging and electrical engineering. However, the most important industry is the holiday trade, employing at least one in five of all the workers in the town in distribution and catering.

159. Yarmouth was one of the original county boroughs created under the Local Government Act 1888, when its population had just about reached 50,000. The town grew slowly to 56,800 in 1931. During the war it suffered from air attacks and its population fell to nearly 43,000 by the end of the war. It has recovered slowly since then, but in the last 10 years it has grown by only 1,800 (4 per cent.). The fringe parishes, with two exceptions, have been equally static; the exceptions are Caister and Bradwell. The former grew from 2,100 inhabitants in 1931 to 3,000 in 1957 and 4,100 in 1961. Bradwell's

growth was more rapid: in 1931 it had only 760 inhabitants, by 1951 it had grown to 975 and by 1964 to about 3,200. To sum up, the population of the Greater Yarmouth area at nearly 61,000 is the same as 30 years ago, but as in many other towns population has been moving out from the centre to fringe areas—in this case Caister in the north and Bradwell in the south-west.

SUGGESTIONS OF GREAT YARMOUTH COUNTY BOROUGH COUNCIL

160. The council suggested that the boundaries of the county borough should be extended to include the parishes of Caister-on-Sea and West Caister in Blofield and Flegg rural district in Norfolk, and the parishes of Bradwell, Burgh Castle and Hopton-on-Sea and a very small part of Corton parish all in Lothingland rural district in East Suffolk. This would have nearly trebled the area of the county borough but added only 7,250 to its population.

161. The council said that apart from agricultural land of high quality in south Gorleston there remained scarcely three years' supply of good building land within the boundaries of Great Yarmouth to meet all the town's various needs. Already the council had had to build schools outside, and the shortage of land for housing had accelerated growth in the nearby villages of Caister, Bradwell, Belton, Burgh Castle and Hopton and the areas beyond, so that they had become virtually dormitories of the town.

162. Caister, to the north, was linked to the town by development catering primarily for the holiday industry, and was separated from the rest of Norfolk by a wide tract of grazing marshes and agricultural land. Bradwell, to the south, was linked to the Gorleston district of the town by a substantial and rapidly growing residential area, and Hopton was joined to Gorleston by a mixture of permanent and holiday residential development and a golf course. The inclusion of some other land had been suggested to enable the town and its surroundings to be planned and developed as one unit.

163. The inhabitants of all these areas were mainly dependent, either directly or indirectly, on the town's commerce and industry for employment, and on the town's central area for their major shopping needs and principal entertainment. There was also some dependence on Yarmouth for more advanced secondary education, transport and many of the public services. The whole area was closely bound together economically and socially, and the welfare and fortunes of its peoples were indivisibly linked.

164. As a more radical change the council invited us to consider the amalgamation of Yarmouth, extended as suggested, with Lowestoft borough in East Suffolk to the south. This, with the intervening parishes in Lothingland rural district, would produce a unit with a population of about 108,000. They said that both towns had identical interests in industry, shipping and holiday facilities and were both contained in a stretch of East Anglia which was virtually an island bounded on one side by the North Sea and on the other by the rivers Yare and Waveney.

VIEWS OF OTHER AUTHORITIES

165. Norfolk County Council scouted the idea of amalgamating Yarmouth with Lowestoft, and contested the claims to land in Norfolk. They argued that Yarmouth's need for building land had been over-estimated, and the two Caister parishes were not the proper place to satisfy any small need that there might be for land outside the borough boundary. Caister-on-Sea was separated from Yarmouth by about a mile of open land, with only scattered incursions of development comprising a golf course, a race course, a sports stadium, a petrol filling station and a temporary airfield. Although to some extent a dormitory of Yarmouth, it was a village of its own, and as a holiday village it had more in common with similar villages in Norfolk and did not form part of the holiday resort of Yarmouth. West Caister parish was completely different from Yarmouth, for it was little developed; about two-thirds consisted of agricultural land and the rest of marshland. Blofield and Flegg Rural District Council took the same line.

166. East Suffolk County Council were prepared to accept a boundary adjustment where the existing boundary bisected properties, to bring entirely within the county borough the Girls' High School, the Technical High School, Headington Close and Harfrey's Farm, but they rejected the amalgamation of Yarmouth with Lowestoft as unrealistic, and opposed the claims to the neighbouring Suffolk parishes. They saw no advantages to the residents of those parishes from being incorporated in the county borough, and questioned whether in estimating the amount of land available for building within the borough boundary certain sites had not been discounted over-hastily as unsuitable or difficult to develop. The parishes concerned were, in their view, the centres of prosperous agricultural communities with their own detached interests and active parish councils. Admittedly Bradwell had developed to its present state as a result of its proximity to Yarmouth and its being within Yarmouth's social and shopping influences but this development had not taken place solely because of any lack of building land in Yarmouth. While there was continuous development along the A.143 road between Bradwell and the developed area of Yarmouth, there were enough open spaces to provide a genuine break with the urban development.

167. Lothingland Rural District Council also opposed Yarmouth's claim, for much the same reasons, and Lowestoft Borough Council opposed the suggestion of uniting Lowestoft with Yarmouth. They observed that Lowestoft and Yarmouth, though having many things in common, were separated by an extensive rural area, and it would probably be a very long time before this became sufficiently developed to make the two towns one urban area. The combined area suggested seemed to them more like the nucleus of a new county than a county borough.

DRAFT PROPOSALS

168. In our statement of draft proposals we said that the boundaries of Yarmouth and Lowestoft were, at their nearest, about three miles apart; there was no continuity of development between the two towns and the area as a whole did not form the sort of urban unit for which single-tier

local government was appropriate. The only extensions to Yarmouth which we thought might be justified under regulation 11 were minor ones.

169. Since these minor extensions would not substantially increase Yarmouth's population, we had had to consider whether it should remain a county borough. It was the third smallest county borough in England and its population was little more than half the 100,000 required by the Local Government Act 1958 for the creation of a new county borough and was, indeed, less than the 60,000 required by a non-county borough or urban district before it could claim delegation of the education, health and welfare services. An authority with such delegated powers, while considered by Parliament large enough to be given day to day control of some aspects of these services, could still draw on the more specialised staff and other resources of the county council. A county borough on the other hand could rely on no such assistance from another authority. In our view a county borough with a population of this size could not be regarded as large enough to support a full and effective range of local government services. It was unable to employ anything like the wide range of professional officers, specialists and advisers which most larger authorities found necessary in order to provide fully comprehensive services. This was not only a question of financial resources; such a population did not result in case-loads of each particular kind sufficient to justify the employment of a wide range of skilled staff. The result was that small numbers of people, of all ages, could not so effectively be given the special attention which they needed. This, we considered, was bound increasingly to be the case in Yarmouth, and it arose from the small population rather than from any other factor.

170. In education, for example, responsibility for the many facets of the service fell in Yarmouth on the shoulders of the chief education officer and his deputy. They had no professional assistants, no inspectors, and no advisers or organisers (except for school meals). Similarly, in the health services, the only full-time professional assistance which the medical officer had was that of his deputy and one assistant medical officer. The county council of Norfolk on the other hand had the population and resources to cope more adequately with future demands and responsibilities, which were increasing as the social services developed.

171. We noted Yarmouth's statement that if they became part of the administrative county their rates might rise by the equivalent of 2s. 6d. in the pound on the current (pre-1963) rateable values. (We understand that the position has changed since the revaluation.) As the county headquarters were in Norwich, there would also be some loss of administrative convenience. The importance of these two points, especially the former, to the ratepayers of Yarmouth was fully appreciated, but in our opinion they did not outweigh the better provision of education and other services which we believed should result from making Yarmouth a non-county borough within the administrative county of Norfolk.

172. We accepted the council's contention that they had not enough land within their boundaries for future development. We considered that an extension westwards into the parish of Bradwell in Lothingland rural district was justified. Development was continuous from Yarmouth along the

A.143 road into the village of Bradwell, where a considerable number of houses had been built since the war. The inclusion of this development and land to the north as far as the disused railway line would transfer to Yarmouth an area which had physical and other links with the town, and would make available land conveniently situated to meet future needs. We said that any question of extending Yarmouth as a non-county borough into Norfolk would be a matter for the county review.

173. We therefore proposed that Great Yarmouth should be extended to include part of the parish of Bradwell in Lothingland rural district in the administrative county of East Suffolk and that it should become a non-county borough in the administrative county of Norfolk. With this extension, Great Yarmouth would have had an area of 4,459 acres, a 1962 population of 54,500 and a rateable value of £1,009,000.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF GREAT YARMOUTH COUNTY BOROUGH COUNCIL

174. The council strongly opposed the conversion of Great Yarmouth to a non-county borough. They thought that we had gone astray in considering only the size of the population out of all the factors to be taken into account under Regulation 7; although the population of Great Yarmouth was little more than half that laid down by Parliament for the creation of a new county borough it did not follow that their administration of statutory services was not fully effective. They said that we had made too much of the full-time direct employment by a local authority of specialists and advisers, overlooking that the differences in the number of specialists employed by themselves and by authorities twice their size whose status was not in question, was only marginal, and that ever since 1947 they had employed a town planning officer directly responsible to the council, which only 12 other county boroughs had done. Of course, such small authorities would not have the same number of inspectors and organisers as the largest authorities, but for education Great Yarmouth did have a youth officer, an assistant youth officer, and a highly qualified teacher of instrumental music not attached to the staff of any school who performed the duty of music organiser, though without the title. What was more important, they relied on the services of Her Majesty's Inspectors, not merely the district inspectors, but also the specialist inspectors whose advice was sought on such questions as specialist equipment for new schools. Again for the health service, their Medical Officer had the professional help not only of the deputy and assistant mentioned by us but also of part-time professional assistants, consisting of a chest physician, a speech therapist, an ear, nose and throat consultant and two ophthalmologists, as well as officers with non-medical qualifications. In the result there was in Great Yarmouth not a single infant, school child, sick or elderly person who suffered from the lack of any specialist advice or assistance.

175. Of the other factors set out in Regulation 7, (h) (size and shape of the area), was not relevant to the question of Great Yarmouth's status. Factors (b) (development and expected development), (c) (economic and industrial characteristics) and (e) (physical features) could be taken together.

Yarmouth was situated on a narrow strip of the coastline between the sea on the east and rivers and marshes on the west. The history of Yarmouth began on a sand-bank, which was peopled by men from the sea and not from the surrounding farmlands. Out of this beginning developed that "isolationist streak and independent spirit" which was still apparent and had produced an independent local government alive to the special needs and interests of the community. The council were able to supplement the control of development through town planning by leasehold control, as the corporation owned the freehold of a considerable part of Yarmouth. The development of the port had also emphasized the town's links with the sea rather than with the surrounding land.

176. As for factor (a) (community of interest), there was little such community between the town and the adjoining county. What had the peace of rural Norfolk in common with the bustle of urban Yarmouth, a town situated at the eastern extremity of the county at the end of a seven mile stretch of dead straight road with not even a filling station to break the emptiness of the landscape? In considering factor (f) (size of population), it ought to be remembered that in the summer holidays the town's population rose to a peak of 150,000, and that throughout the year the average resident population was about 75,000, as was recognized in the salaries paid by the council to its chief officers. As regards factor (d) (financial resources), Great Yarmouth had managed without a rate deficiency contribution until 1963 and was not nearly so dependent on grants as Norfolk County Council. It was hard to be anything but negative on factor (g) (record of administration), as local government was largely taken for granted, but there had been no serious criticism of local services either from the townspeople or from the Government. Finally, on factor (i) (the wishes of the inhabitants), the council were satisfied that their unanimous opposition to our proposal reflected the attitude of the townspeople.

177. The council considered that if Great Yarmouth became a non-county borough its local government would be much less effective than it was at present and that there would be a greater loss of convenience than we had realised: not only would electors and elected members have to travel an extra twenty miles on many occasions but the townspeople would lose much of their present keen interest in local affairs.

178. Turning to our proposals affecting their boundaries, they accepted in principle the proposed extension into Bradwell, but they considered that the new boundary, along the line of a disused railway, was unsatisfactory, and suggested an amendment to include a further part of the parish. This would allow greater flexibility in the preparation of a reasonably balanced lay-out for urban extensions in the northern part of the Bradwell district. Utility services could easily be extended to the area and its development would not seriously disturb the agricultural balance of the district.

179. The council claimed land at Hopton, but this time they claimed a smaller area, comprising Gorleston Golf Course—an important amenity to Yarmouth, particularly the Gorleston district—and a small residential area adjoining the golf course which was for all practical purposes part and parcel of the town.

180. The Council also asked us to reconsider their claim to the Caister area. Caister was becoming increasingly a part of the seaside development of Great Yarmouth and such open space as existed between them was occupied by a race course, golf links and other land kept open for amenity purposes which could be regarded as urban uses. In our report on the South Western General Review Area we had said of the same type of undeveloped land between Brixham and Paignton that it was reasonable to regard it as an amenity belonging to the town.

181. There was a strong community of interest between these three areas and the town. The special links were reflected by the journey to work pattern, the frequency and use of bus services in the district and the use of the town for shopping, entertainment and professional services. Many people in these claimed areas enjoyed living in the more open countryside, but most of them lived there because they were able to obtain dwellings there within easy reach of their work and the advantages of urban life and standards of living. The inclusion of these areas would have the advantage of strengthening the local government of Great Yarmouth and giving the people in the added areas a chance to play their part in the conduct of the town's affairs, without weakening the considerable resources of Norfolk or East Suffolk.

182. The council emphasised, however, that they did not regard the case for the retention of their existing status as depending on these extensions. In their opposition to the loss of this status they were supported at the conference by the Great Yarmouth Port and Haven Commissioners, the Great Yarmouth Executive Council, the Great Yarmouth and District Trades Council, the Great Yarmouth Chamber of Commerce, the Great Yarmouth Rotary Club, the Great Yarmouth and Gorleston Publicity Association, the Great Yarmouth and Gorleston Hotel and Guest House Association, the Gorleston-on-Sea Ratepayers' Association, the Great Yarmouth Conservative Association, the Yarmouth Constituency Labour Party, and the Great Yarmouth and Gorleston Liberal Association.

183. The council were also supported to some extent by the National Union of Teachers, who said that their Great Yarmouth members were strongly opposed to the loss of county borough status as they valued the speedy contact between teachers and education officers and education committee possible only in a small authority, and thought that we had over-emphasised the need for specialists and organizers, when they had ready access to courses organized by the Ministry of Education and the Norfolk educational service, and under reciprocal arrangements with the Norfolk and Norwich educational services they could be provided with any additional help needed in special fields. The Union also said, however, that their Norfolk County Association had no comment on our proposals, and that their East Suffolk members in the Bradwell area thought that the existing administrative arrangements in that area should be maintained.

VIEWS OF NORFOLK AUTHORITIES

184. Norfolk County Council said that they had not sought the conversion of Great Yarmouth to a non-county borough, but if Great Yarmouth did

become a non-county borough in Norfolk, they would make the arrangement work. They would not seek to intervene unnecessarily in matters of concern and benefit to the town alone, any more than they interfered with the running by King's Lynn of their domestic affairs as a business town and port, or with the seaside activities of Hunstanton; but where there was a common field of services, contact between both authorities should ensure the enhancement of the quality of the services for the benefit of the inhabitants concerned.

185. The council remained firmly of the opinion that for physical reasons any expansion of Yarmouth could not satisfactorily be catered for in the Caister area, but must be to the south where our proposed boundary left little scope for growth within what would be part of Norfolk. Admittedly there were no immediate signs of growth in Yarmouth, but there might be in the future. They therefore suggested the transfer of more of East Suffolk to Norfolk, so that any future expansion of Great Yarmouth would become simply a domestic matter to be settled between Norfolk authorities. The boundary they proposed ran from the river Waveney, near the point where it was crossed by the A 143, along existing parish boundaries, up the waters of the Fritton Decoy and thence to the coast between Hopton and Corton. This area could easily be administered by the adjoining Norfolk district council, and the people who lived there must in the nature of things be more familiar with Yarmouth and Norwich than with Ipswich. The council made clear, however, that they had no desire to press this claim at the expense of East Suffolk unless Yarmouth itself became part of Norfolk.

186. Blofield and Flegg Rural District Council opposed the county borough's renewed claim to the two Caister parishes. They mentioned again the open stretch of land between the town and Caister-on-Sea, and the completely rural character of West Caister. Caister-on-Sea Parish Council said that the wish of the large majority of the people was to stay as they were—they saw no advantage whatsoever in incorporation in Yarmouth.

VIEWS OF SUFFOLK AUTHORITIES

187. East Suffolk County Council objected to the proposals affecting the Lothingland peninsula. They now accepted that the land allocated for building in the county borough would fall short of what was needed, but if all the good building land there were allocated, there would be a need for only about 120 acres outside the boundaries. The area which we had proposed for transfer was 770 acres, which was far more than was needed. The council's policy for the Great Yarmouth periphery was to preserve Bradwell and the other villages as separate communities. This had been accepted by the local people and supported by the Minister on appeal. If Bradwell grew much more, it would merge with Great Yarmouth and lose its identity, to the detriment of the village. It was therefore proposed not to allocate any more land for development there. Belton was a village which could well expand to meet the demand for village sites. Hopton-on-Sea could also expand but to a lesser degree.

188. Bradwell was a balanced rural community well able to look after its affairs as a parish, and it had no closer or more special links with the

county borough than arose from mere proximity. It was not the best area for Great Yarmouth to develop: the only approach from Bradwell to the town centre was via the bottleneck at Haven Bridge. The northern stretch of the proposed boundary was unsatisfactory as it was based on a railway line which in places had already ceased to exist, and would no doubt tend to become further obliterated.

189. It was readily admitted that there was virtually complete physical coalescence between Bradwell and Great Yarmouth and that there were close and special links between the two in that Bradwell people worked in Yarmouth and enjoyed its cultural and recreational facilities. But Belton and Hopton-on-Sea had similar links and so had many other villages adjoining towns throughout the country. This did not necessarily mean that they should be engulfed. The wishes of the inhabitants were strongly against inclusion in Yarmouth. Our proposal was therefore objectionable on planning grounds and also on the wider grounds of the interpretation of the regulations.

190. These remarks applied with even greater force to the five parishes in East Suffolk which Norfolk County Council had suggested should be included in Norfolk if Yarmouth were made a borough within the county. The council, with the agreement and support of Yarmouth, had resolved to purchase the Gorleston golf course in order to preserve a break between Great Yarmouth and Hopton. Norfolk had contended that our proposals afforded little scope for any future growth of Great Yarmouth. As already stated Great Yarmouth was likely to need only about 100 acres outside the town up to 1981. It verged upon the fantastic to suggest that the deficiency should be remedied by transferring five entire parishes from East Suffolk.

191. The local authority services provided for these parishes were mainly based upon Lowestoft and not, as had been suggested, on Ipswich; and there was no evidence that the quality of the services suffered because they were some fifty miles from the administrative headquarters of the county. It was extremely doubtful whether the services would be any better administered from Norwich. It was also difficult to see what community of interest could be said to exist between the parishes and Norfolk; the river Waveney lay between them and traditionally they had been separated from Norfolk since the county boundaries were first drawn. Their links were with Lothingland rural district and not with the other side of the river. The inhabitants themselves did not seek to be transferred into Norfolk, in fact they had represented that the existing boundaries should remain unchanged. The council therefore opposed the suggestions made by the Norfolk County Council.

192. Lothingland Rural District Council joined with the county council in opposing the draft proposals and Norfolk County Council's suggestions. They said that while many of the inhabitants might have business interests in the town, they preferred the benefits of living in the country where rates and house costs were less. Bradwell was well served by both the rural district and parish councils, whose records of administration were most satisfactory. The loss of practically the whole of the built up area of Bradwell with approximately one sixth of the total rates levied, would seriously affect

the remainder of the rural district, increasing the burden of costs on the inhabitants and making it difficult to provide efficient services.

193. Bradwell Parish Council saw no likelihood of any advantages to the inhabitants of the parish by reason of incorporation in Great Yarmouth yet they would have to pay higher rates. Over 200 people had attended a parish meeting and only 6 were in favour of the draft proposals. In a postal vote, 781 were against the proposals and only 36 in favour. Burgh Parish Council said the whole village was upset to think that there might be any amalgamation with Great Yarmouth. Corton Parish Council endorsed the views of East Suffolk County Council and said they were satisfied with Lothingland Rural District Council's administration. Hopton-on-Sea Parish Council shared the views of the East Suffolk County Council and said that Yarmouth had nothing to offer which the parish did not already have. Representations were also made to us by the East Suffolk and Norfolk County Parish Councils Associations who opposed any changes affecting parish areas.

RECONSIDERATION OF DRAFT PROPOSALS

194. We have looked again at the areas claimed by Great Yarmouth (we discuss them in detail later) but the only ones which we think could properly be included in the county borough would raise its population to no more than 56,000. There is, moreover, no evidence to suggest that the population will increase materially in the foreseeable future. Natural increase might add another 2,000 by 1981. We have, therefore, to reconsider the status of Great Yarmouth in the knowledge that its population is not likely to rise above 58,000 by 1981. As we said in our statement of draft proposals this is below the 60,000 required by a non-county borough or urban district before it can claim even delegation of the education, health and welfare services. We note that in announcing his decision about Burton upon Trent in 1963 the Minister said "There are deficiencies particularly in the provision of specialist facilities and services which are inherent in Burton's size and so are unlikely to be remedied". That seems to us to be the case also in Great Yarmouth.

195. In the field of education the limitations seem to us to be of two main kinds: in the range of qualified advisory and administrative staff and in the variety of schools which the authority provide.

196. The professional staff of the education department is now given as the chief education officer and his deputy, both graduates with teaching diplomas, a school meals organiser, a youth officer, an assistant youth officer, and a teacher of instrumental music and acting organiser. We do not regard this range of staff as adequate. The chief education officer and his deputy have to carry the supervision of nearly all professional work, while at the same time being involved in day to day administration and organisation, and in committee work. Other local authorities find the help of advisers in specialised subjects invaluable in promoting higher standards in their schools and institutions of further education. Those responsible for education in Great Yarmouth ought to have similar help.

197. It was argued at the statutory conference that all the specialised help and advice needed could be obtained from Her Majesty's Inspectors or, on an informal basis, from officers of Norfolk County Council or Norwich City Council. The last thing we should wish to do is to discourage informal exchanges of information and experience, and we have no doubt that it would be extravagant for the council to attempt to have all such specialists and organisers of their own. Yet for an education authority to have to rely so extensively in this way on the central government and on neighbouring authorities is a plain admission of their inadequacy as an autonomous authority.

198. If Great Yarmouth were brought into the area of the Norfolk education authority, the latter would make available a range of advisers including specialists in science, religious instruction, domestic science and needlework, handicrafts, light crafts, drama, physical education, adult education and visual aids, as well as a sailing instructor and fleet warden and two inspectors of primary and secondary schools. This goes beyond anything which a county borough of the size of Great Yarmouth could maintain. The teachers of Great Yarmouth would also receive a share as of right and on equal terms in the courses and conferences arranged for a much larger body of teachers.

199. The county borough council do not employ an educational psychologist. Children thought to be suffering from mental or emotional handicaps are referred directly by teachers to the Assistant School Medical Officer. Nearly all authorities have found it desirable to employ a qualified psychologist to advise them about children who need special help. Such an officer can assist not only in ascertaining the suitability of children for education in special schools, but he can also give useful help to class teachers in dealing with backward or difficult children who it is decided should stay in ordinary schools ; he can also assist in the system of selection for secondary education. The Norfolk Education Authority could provide a full team with different skills for the ascertainment and help of children with various kinds of handicaps.

200. The county borough council provide the usual range of primary and secondary schools, and in passing it should be noted that about a quarter of the pupils in the two grammar schools come from beyond the present borough boundaries. They do not, however, themselves provide day special schools for educationally sub-normal or for physically handicapped children, although they send a few such children elsewhere. The council have said that the reason for this is that they do not wish to attach a stigma to the children. The Report of the Chief Medical Officer of the Department of Education and Science on "The Health of the School Child 1962 and 1963" leaves no doubt about the official view as regards physical handicaps. In so far as one sentence can sum it up, it is this—"Some children will flourish in an ordinary school : others require the more sheltered life of a special school ; some do best with a period in both".

201. We should be surprised if it were not possible to apply the same principle to educationally sub-normal children with this difference, that these are a large enough group to justify each authority having one or more special schools of its own, unless it is as small as Great Yarmouth. And an authority with provision of its own can consider the needs of each child from time to

time without so many extraneous considerations, as for instance the necessity of asking for a place. That, at any rate, is what we understand from the not-so-small authorities. In Norfolk there is a choice of five special schools for placing a handicapped child in a suitable environment.

202. To sum up, on the facts as we know them we are not satisfied that physically and mentally handicapped children in Great Yarmouth are receiving as much help as they might be given. It is significant that the council's expenditure on special education in recent years has been less than one-third of the county borough average.

203. It has been argued that there are substantial advantages in the small scale of the present educational system in Great Yarmouth and in the close relationship which it permits between members, administrative staff and teachers. We accept that there are advantages in the present system, but we do not see why they should not continue substantially undiminished if Great Yarmouth became an excepted district within Norfolk. The individual character of the schools could be retained, while at the same time they would benefit by being able to draw on the services and resources of a much larger authority. We note that the Norfolk teachers praise their educational organisation.

204. In organising their health and welfare services the council have availed themselves of the local hospital and voluntary organisations to supplement their own limited resources, but future developments in these services are likely to throw a disproportionately large burden on the smaller authorities, and Norfolk, with its greater resources, could more easily absorb the cost of providing a variety of new facilities. Our belief that Norfolk are better able than Great Yarmouth to expand their services gains support from the "Revision to 1973-74 of Plans for the Health and Welfare Services of the Local Authorities in England and Wales" published by the Ministry of Health. This shows that Great Yarmouth's capital building programme is limited to more old people's homes and an adult training centre for the mentally sub-normal, whereas Norfolk's proposals cover a much wider range and include facilities which Great Yarmouth lack at present and do not include in their plan: these are adult and junior hostels for the mentally sub-normal, hostels for the mentally ill and a home for the physically handicapped. As part of the county, Great Yarmouth would have access as of right to these institutions, and the county might even find it convenient to site some of them serving the eastern part of the county in Yarmouth. We think that these points are significant as indicating the future tendencies and are not without importance in themselves.

205. Trained staff for the children's services are scarce and it is essential in the national interest that the best use should be made of them. There are serious drawbacks in distributing them in very small packets among small authorities, where they have to spend a disproportionate amount of time in office as opposed to field work. We know of at least two small county boroughs which have got over these difficulties by using the services of the children's department of a neighbouring county council. Great Yarmouth, on the other hand, have their own children's department, but cannot apparently find scope for more than two professionally qualified officers, the children's officer and one assistant. We think it would make for greater efficiency and more economical

use of scarce professional personnel if the Department formed part of a larger whole.

206. It was put to us at the conference that we ought to take account of the fact that the population of Great Yarmouth increased substantially during the holiday season, rising to about 150,000 at its peak. We do not dispute this, but we do not see that it has much relevance to the issue of whether Great Yarmouth should remain a county borough. We can see that the seasonal increase must impose heavier requirements in the fields of water supply, sewerage and refuse disposal, and in environmental health, and must make greater demands on the police and fire services. The effects on the personal health services, the children's services, and in education and welfare are presumably more marginal. But the fact that summer visitors impose an additional burden on some of the town's services does not seem to us a strong argument for treating the town as much larger than the Registrar General says it is. Indeed, the argument also cuts the other way, since the problems of a seasonal influx—both planning problems and those of police, fire, etc.—are by no means confined to the town itself and can probably be handled more effectively, the closer the administrative link between the town and its hinterland.

207. There is no doubt that county services could conveniently be administered in Great Yarmouth by the county council, even though the county council themselves, when arguing that the gain of Great Yarmouth would not make up to them for the loss of the Norwich fringes, emphasized the isolation of Great Yarmouth. Great Yarmouth is only 20 miles away from the county headquarters in Norwich, and the county council have managed without trouble to administer services in Thetford and King's Lynn, which are 30 and 44 miles away.

208. The council are disturbed at the prospect of losing control of some of the major local government services. At the conference they spoke as if Yarmouth stood to lose almost all its functions and civic dignity. But with a population approaching 60,000 it is likely that the county council would delegate to the borough council functions in the education, health, welfare and planning services so that they would retain a large measure of control over the town's local government. In fact, the county council assured us at the conference that they would adopt a policy of minimum intervention in matters which would be of internal concern and benefit to the town. Many other important services and municipal activities would of course be quite untouched by the change proposed. Another matter of concern was that the town's rates were thought likely to rise by 2s. 6d. in the pound if it became a non-county borough in Norfolk, but it now appears that as a consequence of revaluation there would probably not be any great increase.

209. Great Yarmouth told us that the people of the town were at one with the council in opposing the draft proposals, but we are far from satisfied that the general feeling is as strong as they said. Until April, 1964, we had received letters of protest from 24 local organisations and two individuals. In that month the council issued leaflets urging local inhabitants to write to us protesting about our proposal, and in May the Gorleston Ratepayers' Association in a letter in the Yarmouth Mercury offered to "compose, write, supply paper and envelopes, address and post, in short do all but sign for anyone

who wishes to protest but may be unable to do so." Since then we have received letters of protest from 20 local bodies and 49 individuals. We have also had 3 petitions with a total of 25 signatures. This is a very small response from individuals and suggests to us that ordinary people in Great Yarmouth are not greatly perturbed about the loss of county borough status. Not that this is decisive, but it is a pertinent point that despite all the efforts of the council there has been no such volume of protest from the inhabitants of the town as there has been in some other instances.

210. We think it entirely natural that the council of a town which has been a county borough since 1888, when the qualifying population was 50,000, should strongly dislike the idea of becoming a non-county borough and should fight to retain the status quo. But in our view this is to ignore the march of events over three quarters of a century and the vast expansion and development of services for which local government is responsible—a process which will continue in the future. What it seems to us is now needed is a partnership between Great Yarmouth and the county in the provision of those services which to-day and in the future need considerable resources both in population, finance and special skills if they are to achieve the highest possible standards. There can surely be nothing derogatory in such a partnership and as a non-county borough Great Yarmouth would be in the company of Folkestone and Scarborough amongst holiday resorts and of Bedford and Peterborough amongst towns which mingle tradition with vigorous industry. Parliament has given us guidance on the sort of figures to which we should have regard and the evidence of larger authorities together with our own experience provides confirmation. We understand Great Yarmouth's attitude but, taking a wider and objective view, we do not agree with it.

211. All these considerations confirm us in our belief that the right course is to propose the conversion of Great Yarmouth to a non-county borough.

212. As a borough in the administrative county of Norfolk any question of extending the town's boundaries within Norfolk would be for consideration at the county review. Great Yarmouth asked us, however, to state our view of their claim to the Caister parishes since no firm decision had been taken on their status. In support of their claim they reminded us that we had not regarded the gap between Paignton and Brixham, which was rather similar to the gap between Great Yarmouth and Caister, as an obstacle to their incorporation in a new county borough. The gap between the built-up areas of Great Yarmouth and Caister is, however, more extensive. Admittedly it has narrowed somewhat since our earlier visits due to new building in the county borough, but it still extends for almost two-thirds of a mile and there is no rapid growth of housing. We do not regard Caister as substantially a continuation of the town area, and would not therefore consider that under the regulations we could properly propose its incorporation in Great Yarmouth as a county borough. This is our view on the facts which we have; if Great Yarmouth went into the county, the county review would of course be based on the facts at that time.

213. There remains the question of extending Great Yarmouth into East Suffolk; this is for us to consider irrespective of the status of Great Yarmouth, since the addition of Suffolk territory would be beyond Norfolk's

power at the county review. Our draft proposal to add much of Bradwell parish to the county borough was opposed by the East Suffolk authorities, but on reconsideration we are convinced that the draft proposals were right in principle. Bradwell, in contrast to Great Yarmouth, has grown rapidly in recent years (from 975 in 1951 to 3,200 in 1964); and there is virtually complete coalescence between the two places. There are also close and special links between them in that people from Bradwell work in Great Yarmouth and enjoy the town's shopping, cultural and recreational facilities. All this was admitted by the county council, but they did not see it as a reason for incorporating Bradwell in Yarmouth against the wishes of the inhabitants. But Bradwell village is now so patently part of Great Yarmouth that we think the time has gone by when any balance of advantage can be found in a separate local government administration. We are sure that the services provided by Great Yarmouth and Norfolk would be just as good as those at present provided by Lothingland rural district and East Suffolk; and it would clearly be more convenient for the inhabitants of Bradwell to receive their local government services from Great Yarmouth and Norwich than from Lowestoft and Ipswich. We read in a local paper of an accident in Bradwell to which an ambulance was sent from Lowestoft to bring the casualty to Lowestoft Hospital, although an ambulance and hospital were closer at hand in Yarmouth.

214. We accept that the new boundary we proposed at Bradwell along a disused railway line is not satisfactory, since the track has now been removed, some of the land is being tipped and no clear feature is likely to remain. We are, therefore, proposing a different boundary, following visible road and drain lines; this will incorporate a further area of the parish in Great Yarmouth.

215. We have considered Great Yarmouth's renewed claim to part of Hopton-on-Sea parish. The reduced area which they suggested for inclusion comprises Gorleston Golf Links and some development adjoining or near the county borough boundary. We can, however, see no benefit in including the golf course in Great Yarmouth, for East Suffolk County Council, with the agreement of the county borough council, have resolved to acquire it to preserve the break between Yarmouth and Hopton. The present boundary along Links Road is clear but the proposed one would be irregular and far less satisfactory. Development south of Links Road is scattered and the claimed area includes county council smallholdings.

216. Norfolk County Council's suggestion for the transfer of quite an extensive area from East Suffolk to Norfolk could only be justified if Great Yarmouth was likely to grow very substantially. But there is no evidence of this, and we agree with East Suffolk County Council that Great Yarmouth's land needs are not likely to be sufficient to justify so large a transfer.

PROPOSALS

217. We accordingly propose that Great Yarmouth should become a non-county borough in the county of Norfolk. We also propose that most of the parish of Bradwell in Lothingland rural district in the administrative county of East Suffolk should be transferred to the county of Norfolk; this would transfer 1,560 acres, a population of 3,200 and a rateable value of £84,700. The boundary is shown on Map No. 1 part 10 and described in the schedule contained in Appendix 7.

CHAPTER VII

Norwich

DESCRIPTION OF AREA

218. Norwich was founded by invading Angles who settled near the confluence of the Yare and Wensum. It developed greatly under the Normans; it gained its first charter in 1158 and throughout the Middle Ages it had a national importance exceeded only by London and Bristol. The early wealth of the city came from wool and cloth and from the rich arable farmlands for which it was the market. The Yare was—and still is—navigable for small seagoing vessels as high as Norwich, where there is a busy dockside.

219. Unlike so many county boroughs which we have studied, Norwich received no spectacular growth from the industrial revolution or the railway age but it grew steadily from 37,000 in the early years of the nineteenth century to 126,000 in 1931. Some of its early industry was closely allied to agriculture and has evolved into modern food processing factories, agricultural and general engineering and footwear. Norwich has a long record of merchant trading and banking families, and over half its working population are employed in service trades and professions, marking it as the mercantile and service centre for a large part of East Anglia, as well as the county town of Norfolk.

220. In recent years, as building sites became more scarce in the city and the motor car opened up a new hinterland, resident population within the city declined to its present level of just under 120,000, while that of the suburban parishes across the boundary rose rapidly—from about 8,000 in 1914 to over 43,000 fifty years later. The rateable value of Norwich stands at £5,155,200.

SUGGESTIONS OF NORWICH CITY COUNCIL

221. The city council suggested an all-round extension into the three adjoining rural districts of St. Faith's and Aylsham, Blofield and Flegg, and Forehoe and Henstead, with the two-fold aim of embracing those built up areas that were continuous with the city and of providing land for future residential and industrial development. This claim would have raised the population of the city by 35,800 to 155,700 and its area by 10,600 to 18,765 acres.

222. In support of their claims to the developed area, the council made the following main points:

- (a) To the north-east, north and north-west of the city the residential areas of Thorpe St. Andrew, Sprowston, Catton, Hellesdon and New Costessey were continuations of the city's urban development without break or interruption, while the development at Cringleford to the south west was separated from development in the city only by the River Yare and a narrow tract of marshland.

- (b) The 36,000 people living in these areas were part of the Norwich community, for development had overflowed from the city into the surrounding areas. The preliminary report of the 1961 census disclosed that since 1951 the city's population had fallen by 1·1 per cent. whereas the population in the surrounding rural districts had increased considerably, by 8·9 per cent. in Blofield and Flegg, 10 per cent. in Forehoe and Henstead, and 26·5 per cent. in St. Faith's and Aylsham. Many of the people in the Norwich fringes had previously lived in the city, most found their employment there, and all of them looked to it for shopping, entertainment and professional services.
- (c) The inclusion of the fringe areas in the city would restore a fully balanced community. Many young, energetic families had moved to the fringe areas, leaving a higher proportion of the old and less affluent people in the city.
- (d) It was difficult to organize secondary modern education in the part of the city north of the River Wensum, because the schools there did not have sufficient population to draw on to enable them to provide a wide range of courses, since new housing development to the north of the river was across the city boundaries. If the claimed areas were added, the city council would make places available for children in adjacent county areas.
- (e) To secure proper consideration of the planning problems of Norwich and its fringes, there had been established the Norwich (Fringe Areas) Joint Advisory Planning Committee with representatives from the city, the county and the three rural districts. Although this worked reasonably well, it would be better for the whole area to be under one planning authority.
- (f) The Norwich rate and its expenditure per head of the population was among the highest in the country. This was due to the council's having to provide services required from Norwich as a provincial centre without being able to levy rates from people living in the fringe areas, though those people were able in fact to benefit from the city services.
- (g) The people living in the fringe areas would gain from being brought into the city area, as they would benefit from improvement of police and fire cover and higher standards of road maintenance and street lighting. They would also have access to a greater pool of council housing and various institutions, as well as having the more general advantage of being able to contribute to the local government of the city in which they passed so much of their lives and on whose services they drew. The city council would maintain the evening institutes which formed a focus for many activities in the claimed areas.

223. In support of their claim to the undeveloped land, the council made the following main points:

- (a) Land at Bowthorpe would be suitable for future housing and possibly light industry. Land at Marshall between the hamlets of Keswick and Caistor St. Edmund was of doubtful agricultural quality and would be ideal for new industries or the relocation of existing industries in the city, many of which were now in cramped and congested quarters.

- (b) 563 acres of land at Whitlingham were already owned by the Corporation for the purposes of sewage disposal. In view of this ownership and its being immediately across the River Yare from Thorpe St. Andrew, it ought to be included in the city.
- (c) An area of farm and parkland known as the Crown Point Estate, lying between the Corporation property at Whitlingham and the existing city boundary at Trowse, might also be included, though they had in mind that for the time being it should remain open country. On Whitlingham Lane, however, there were oil storage depots and more development might take place along the river.
- (d) As the University of East Anglia was likely to extend eventually to the west of the River Yare into Colney, it would be preferable to bring land at Colney into the city, to prevent the university from being divided between two local government areas.
- (e) The airfield at Horsham St. Faith was declining in importance for Service purposes and might become a civil airport for the city. For this reason, and because it adjoined the built up area, it ought to be included in the city.

VIEWS OF OTHER AUTHORITIES

224. These suggestions were opposed by the Norfolk County Council, with the support of the three rural district councils, most of the parish councils affected, and many local organizations and residents.

225. The substance of their views on the city's claims to the developed areas was as follows:

- (a) The northern areas from New Costessey to Thorpe were substantially continuations of Norwich in the sense of Regulation 11(a) except that New Costessey was so narrowly attached as not to be the kind of area that the Regulation contemplated. On the other hand Colney, Cringleford and Trowse, though close to the city boundaries, were physically distinct and separate places, and destined to remain so.
- (b) Apart from those mutual arrangements for the making of which no authority ought to suffer, the links between the claimed areas and the city were either trivial and springing from proximity or else shared so widely with so many other areas and places as to be in no sense closer or more special. The claimed parishes were all ancient settlements and throughout their growth had been inhabited by people from the county and the city, not mainly from the city. The close interweaving of the life, trade and commerce of Norwich with a wide area of the county pointed to the union of city and county as the ideal course. As this was hardly practicable, it would be reasonable to let the county council "retain their substantial stake in the provincial centre".
- (c) It could not be true that the balance of Norwich had been upset by many of its young energetic families leaving to live in the fringe areas. For on that hypothesis the number of school children in Norwich would be low, and the number of school children in the claimed parishes would approach that of new towns, whereas in fact the proportion of school children in Norwich was slightly above the average for county

boroughs, 16·26 per cent as against 16·13 per cent, and in the claimed parishes the proportion of school children to population claimed was 15·8 per cent as against 20·3 per cent in Hemel Hempstead and 20·4 per cent in Stevenage.

- (d) There was no apparent reason why secondary modern education could not be efficiently organized in the schools at present run by the Norwich authority; if the more widely dispersed and distant schools in the claimed areas really could make any contribution, that result could be achieved without alteration of boundary.
- (e) Their own approach to the planning of the region was based on the view that Norwich was a city of character and charm, which would be lost if expansion in the city and the immediate surrounding areas were to go much beyond a figure of 200,000 people. Its function as a city serving without competition the population of a very wide region in most aspects of marketing, commerce and professional services involved a considerable influx of traffic from elsewhere, and had already placed a heavy load on the city centre, leaving little capacity for acceptance of the consequences of an expansion beyond 200,000 people. A green belt was therefore proposed round Norwich.
- (f) Where use was made by the local authorities responsible for the claimed parishes of important local government services such as water, sewage, education and fire cover, payment was made in full at negotiated or nationally fixed rates. As for museums, parks and car parks, museums were attended more by tourists than by locals, the parks were becoming less and less used, and car parks were part of the attraction to tourists. People from the claimed parishes paid for the use of the swimming baths. So with the exception of the library, services received free of cost or at less than cost by people in the claimed parishes were those that the city council deliberately chose to extend to anyone entering the city.
- (g) People in the claimed areas would get no improvement in services. The cover and standard of police service there was as good as in the adjoining city areas, and while the city was equipped to deal with more serious fire risks than the county in the fringes, that was because the more serious risks occurred in the city. Examples of higher and lower standards of road maintenance occurred both in the city and in the rural districts. Other services were also as good in the rural districts. As for taking part in local government, there was more opportunity to stand for election to rural district councils.
- (h) On the other hand it would be a serious disadvantage to the county to lose one of the few areas where there was a concentration of population so that costs of services, including the cost of food and equipment to schools, were relatively low compared with those in the more sparsely populated areas. They already attracted the highest percentage rate deficiency grant of any English county, and they would become even more dependent on Government grants. The actual provision of services would be made inconvenient, for each of the claimed communities was at the apex of a triangle stretching far out into the country, and facilities had been provided in those communities so as to serve the outlying

population as well. In the education and health services there would have to be massive cross-boundary arrangements or longer and more awkward journeys across the lines of communication. If Norfolk lost the claimed areas and so became more of a purely rural area, it would be more difficult to attract staff.

226. In reply to the city council's claim to undeveloped land, the county council contended:

- (a) There was no need to take in land to the west and south for residential and industrial purposes, as what the city council contemplated went beyond what was envisaged in the development plans of either authority and would contravene the green belt proposals.
- (b) Ownership of the land for the Whitlingham sewage works was no ground for bringing it within the city. It would mean a bulge of the city boundary into an entirely rural area.
- (c) The Crown Point Estate comprised fine countryside which was valuable because it was so close to the city and ought to be preserved perpetually and not merely "for the time being". It would be undesirable to encourage the spread of industry from the petrol depots.
- (d) The university would be the University of East Anglia and would benefit from association with two local authorities; its grounds did not have to be all within the area of one local authority.

DRAFT PROPOSALS

227. In our statement of draft proposals we said that the extension which had been proposed by the city on its northern side included the large residential areas of New Costessey, Hellesdon, Catton, Sprowston and Thorpe St. Andrew. These areas were continuations of development within the city and had many close links with it. They were suburbs of Norwich and we were satisfied that in the light of Regulation 11(a) they should be included in the city. We acknowledged the strong local opposition to any change, which was largely based on the belief that the social and community activities in these areas would not flourish under city administration. We recognized the strength and value of this community spirit and initiative. We hoped and believed that neither need be lost by inclusion in a county borough and that the many social and community activities both could and would continue under city administration. The city council had undertaken to maintain the evening institutes which formed a focus for many of the activities in the parishes concerned. They had also declared their willingness to make places available in the secondary schools for children living in adjacent areas which would remain in the county. If these changes were eventually made, the county would have to make by degrees a substantial alteration in the structure of their services and particularly of education. It was understandable that this would be unwelcome, but we did not think that the task was so difficult as to justify us in refusing to the county borough extensions which on every other ground seemed to be overwhelmingly justified under the Regulations.

228. To the south of the city the council had asked for extensions into the parishes of Colney, Cringleford, Keswick, Caistor St. Edmund, Bixley,

Trowse with Newton and Kirby Bedon. In this area the river Yare formed the county borough boundary. It was a good boundary and we saw no sufficient reason for extension beyond it except at Cringleford; here there was an area of suburban development separated from development in the city only by a narrow strip of flood land alongside the river, and although it had its own character it was tied to the city in much the same way as the suburban areas to the north.

229. The city council had asked for land to the north-west of Cringleford in Colney parish to be included in the city on the grounds that it might be required for the extension of the University of East Anglia which was being established within the city. We were not convinced that this area would need to be brought within the city even if there were firm plans for the extension of the university at this point.

230. We were not satisfied that there was an adequate case for taking in land in the parishes of Keswick and Caistor St. Edmund and the adjoining parish of Bixley; and the city council's wish to bring their sewage disposal works at Whitlingham within the city boundary was not, in our view, a sufficient reason for taking in a large rural area from the parishes of Trowse with Newton and Kirby Bedon.

231. The city and county councils were agreed that more land would have to be allocated to meet the housing and other needs of Norwich and the fringe areas over the next 20 years. Much of the need could be met by developing the land at Bowthorpe which adjoined the existing suburban development at New Costessey and the housing estate in the city at Bunkers Hill. It therefore seemed to us reasonable to propose including this land in the city as suggested by the city council.

232. We therefore proposed that Norwich should be extended to include most of the parishes of Hellesdon and Catton, part of the parish of Sprowston and small parts of the parishes of Drayton, Horsham St. Faith and Newton St. Faith and Spixworth in St. Faith's and Aylsham rural district; most of the parish of Thorpe St. Andrew and a very small part of the parish of Great and Little Plumstead in Blofield and Flegg rural district; and parts of the parishes of Cringleford and Costessey and a very small part of the parish of Keswick in Forehoe and Henstead rural district. The county borough with these extensions would have had an area of 14,204 acres, a population of 158,400 and a (1962) rateable value of £2,257,000.

REACTIONS TO DRAFT PROPOSALS

233. The reactions to our draft proposals consisted largely of a reiteration of the points made earlier on both sides, but great emphasis was placed on the vigorous community spirit in the fringe areas.

VIEWS OF NORWICH CITY COUNCIL

234. Subject to certain reservations, which we mention later, the city council welcomed our draft proposals and set themselves to allay the apprehensions both of the people in the fringe areas and of the county council. They said that nothing of the community spirit in the fringe areas need be lost by a

change in boundaries, for they would do all they could to foster local activities. They provided community centres, some run by local communities, which were used by local societies at a nominal charge, and allowed their schools to be used by thriving organisations. They would continue the evening institutes in the fringe areas.

235. To illustrate the benefits that would fall to the fringe areas, they said that at present grammar school children from the fringe areas went either to Thorpe Grammar School; or the City of Norwich Boys' School or the Blyth Girls' School, in both of which the city allocated to the county 15 places annually; or to one or other of the three direct grant schools in the city in which the 25 per cent free places were shared equally between the city and the county. If the draft proposals were implemented it could confidently be expected that children from the added areas would gain more than the present 15 places at the City of Norwich and Blyth schools which were amongst those of the highest reputation in East Anglia. They would also have access for the first time to the Hewett Secondary Technical School which had been opened about 5 years ago and had already won a fine reputation for itself. So in grammar school education there would be distinct advantages to children in the added areas. The secondary modern schools in the fringe areas would be integrated into a larger pattern with the city schools, in every one of which there were selected courses for groups of children to take the General Certificate of Education and other qualifications.

236. The fact that each school in the city did not have its own school managers, as did schools in the fringe areas, was a difference between the typical patterns of city and rural school government. The city had secondary grammar governors, secondary modern governors and managers for primary schools and these governing bodies had many co-opted members. The city education committee would be considering a new policy of dividing the city into areas with bodies of managers or governors for groups of schools but not for individual schools. In the city, many, if not most, teachers were appointed to specific schools and the rest to the local education authority. In the county all teachers were appointed to specific schools. The appointment of teachers to an authority rather than to a school had advantages: teachers could be moved from school to school within the authority, which was a help in considering teachers for promotion. As far as was known, no teacher in Norwich had been moved to another school against his wishes. The city council had not considered in detail what their relationships would be with teachers in the added areas who had been appointed to specific schools, but they would accept their responsibilities in this matter.

237. As for the loss to the county, they pointed out that the county would be left with a population of 350,000, not counting Great Yarmouth, and that Forehoe and Henstead rural district, which would be the smallest rural district after the changes, would have a population of 18,500 and a rateable value of over £410,000. They themselves would assist the county by providing places in the city grammar schools, secondary modern schools and evening institutes for people in the peripheral villages at present in their

catchment areas. They would continue these provisions as long as might be necessary.

238. The reservation which the city council had over our draft proposals was that they had not been allowed quite enough land for housing and industry, and so might be driven to build at over-high densities. In detail they asked us to reconsider the inclusion of the following sites:

- (a) The airfield at Horsham St. Faith, where there were 183 acres of land covered by buildings and about 700 acres of flying-field, was now disused and the council had been seeking to acquire it from the Air Ministry. Recently there had been a pause in negotiations because another service department had expressed an interest, but the council hoped that their negotiations would proceed again soon. They saw three possible uses for the airfield: they wished to explore the possibility of a civil airport there; many of the buildings would be useful for storage and possibly for light industry; and the University of East Anglia was anxious to secure the barrack blocks and the messes for conversion into study-bedrooms—perhaps about 500. The built-up parts of the airfield were already substantially a continuation of the town area and the civil uses to which the airfield might be put would have closer and more special links with the city than those which arose from mere proximity.
- (b) At Drayton the draft proposal boundary ran up to the southern boundary of the Drayton Wood Old People's Home but left the property in the county. This seemed curious since the home was one of the city council's. The draft proposal boundary also left the David Rice Hospital in the county. This formed part of the Hellesdon Mental Hospital, the main premises of which would be transferred to the city, and the council thought that it would be wise for the whole of the hospital premises to be within the area of one local authority. If their claim to the airfield were accepted, the boundary in this area would have to be reconsidered and could conveniently include the old people's home and the hospital premises.
- (c) Since the council's original submission the University of East Anglia had bought 100 acres of land at Colney immediately across the river from their main site. Certain research institutions which would be closely associated with the university now owned or were in process of acquiring adjoining sites. Thus it was now clear that there would be continuous urban development on a greatly extended university site poised between Earlham, Colney and Cringleford where it would adjoin existing residential development. It seemed convenient for the university to be within the area of one local authority, and it was Norwich to which it would look for most of its services and with which it would be most closely linked.
- (d) The only substantial area of undeveloped land around the city which had a river frontage and which was suitable for commercial development was part of the area originally asked for at Trowse. This land would be useful either for Norwich industries wishing to expand or for the establishment of new industries requiring access to the river, which at this point was navigable by ocean going vessels of a draught

of 11 ft. It was not an ideal industrial site but an inroad had been made by the establishment of the oil storage depots there. The hamlet of Trowse was separated from the built up area of the city only by the river, and it had a close community of interest with Norwich. The council therefore urged us to include in the city the land lying between Whitlingham Lane and the river together with the hamlet of Trowse.

VIEWS OF NORFOLK COUNTY COUNCIL

239. The county council argued that the interests of Norwich and a large part of Norfolk were so closely connected that the most effective and convenient local government would be provided by making Norwich a part of the administrative county. If that solution were outside our terms of reference, then we ought to bear in mind that the links between Norwich and the claimed parishes were no closer than the links between Norwich and places much further afield, and that the individuality and separateness of these parishes were evident from their protests against our draft proposals; no true suburb ever had as active and self-consciously independent communities as had these parishes.

240. The changes which we proposed would in their opinion bring no advantage to Norwich or to people on either side of the boundary, but would involve four clear disadvantages to the county:

- (a) The complete disruption of the education service round Norwich, owing to the transfer to the city of the secondary grammar school and four secondary modern schools situated at the apices of the triangles in which education was organized in a wide area round Norwich.
- (b) The need to replace county establishments in the fringe areas at less convenient places further out, entailing awkward cross-country journeys instead of easy journeys on the main roads in and out of Norwich.
- (c) The loss of the only sizeable areas where dead mileage was low, and also the only important areas affording bargaining power in securing contracts for services in the east of the county.
- (d) The damage to existing facilities for training courses for officers and others who had to be brought together from scattered locations over a wide area, and the reduction of power to recruit all manner of professional staff, especially teachers. Even the reduction of Great Yarmouth to a non-county borough would fail to make up for the county's loss, because of the isolated position of Great Yarmouth at the eastern tip of the county. In the comparable case of Cambridgeshire we had accepted that Cambridge's claim to county borough status must be subordinated to the interests of local government in the whole county.

241. On the questions of detail the county council made the following points:

- (a) The developed area of Cringleford had its own character, which we had admitted, and was separated completely and permanently from city development by the river, which we had said was a good boundary. In a decision letter on a planning appeal the Minister had said it was in the interests of both the village and the town that the open

stretch of country between them should be kept as free from development as possible. If we nevertheless adhered to our draft proposal for Cringleford, the boundary ought to be drawn more tightly.

- (b) As for the disused airfield at Horsham St. Faith, it was not yet certain that no other government use would be found for it, and the two main possible alternative uses as a civil airfield and for university accommodation were both projects of common interest to the city and the county. The position was far too speculative to justify a boundary change at all, let alone one embracing the whole airfield.
- (c) There was also no reason for the David Rice Hospital at Drayton to be within the city boundary nor the Drayton Hostel owned by the county borough; the city owned other land elsewhere in the county and this was not in itself a valid ground for boundary changes.
- (d) South of the city the hamlet of Trowse was in no sense urban in character, and if we had any doubts about it, we should visit the area again to judge what it had in common with any adjoining built-up area of the city. The adjoining strip of land between Whitlingham Lane and the river, which the city wanted for possible industrial use by firms needing a river frontage, was largely free of existing development. The oil storage depots were quite insignificant in relation to the claimed area, which was part of a much larger area of high landscape value covering most of the Norfolk Broads. This represented a planning policy which had preserved a finger of broadland extending up the river Yare to within a mile or so of the Norfolk Yacht Station. In any event the land claimed was marsby and had poor access, and it was doubtful whether any industrialists would wish to develop it.
- (e) Regarding the land at Colney, the preliminary plans for the university had shown an intention to concentrate the main body of development on the higher land well within the existing city boundary. It was not necessary for the university to be sited wholly in the area of one local authority; to be sure, the city had given generous and powerful aid to the establishment of the university, but it was the University of East Anglia, and it would benefit from contacts with different types of authorities. The county's information about the research institutes was that of the 40-60 acres of land they had in mind they would use only 4 acres for building, 1 acre for glass and the remainder for intensive cultivation for field trials.
- (f) If, despite their representations, the draft proposals were substantially adhered to, they had two suggestions (i) the proposed boundary ought to be amended to ensure that areas of great landscape value in the valleys of the Tud and Wensum (in the parishes of Costessey and Hellesdon) and Belmore Plantations (in Thorpe St. Andrew and Sprowston) would remain in the county where they would be preserved from development, (ii) they should retain certain of their establishments in the added areas: these were—the site of a proposed children's hostel at Costessey, the Civil Defence Headquarters at Cringleford, the Playing Fields Maintenance Depot at Hellesdon, the Rural Domestic Economy Centre and Store at Thorpe, the site of a proposed county

college at Sprowston, the Junior Training Centre at Sprowston, a nurses house at Costessey, the Highways Depot at Thorpe, the old people's hostel at Catton and various police houses.

VIEWS OF DISTRICT COUNCILS

242. St. Faith's and Aylsham Rural District Council opposed the transfer to the city of parts of the parishes of Hellesdon, Sprowston, Catton, Horsham St. Faith and Newton St. Faith, Drayton and Spixworth. They agreed with the county council that these areas had no closer or more special links with the city than those which arose from mere proximity and that there would be no balance of advantage in the proposals. The removal of these compact areas of population would leave the county council and rural district councils around Norwich with sparsely populated areas, thus rendering the provision of adequate and efficient services more difficult and expensive than at present. This must be a disadvantage to them. There would be no benefits to the inhabitants of the areas to be transferred; only disadvantages. Each of the parishes of Catton, Hellesdon and Sprowston had a strong, individual community spirit which the council were convinced would not survive in the city where no comparable spirit existed. This community spirit arose from the co-operation of voluntary organisations with each other and with the authorities. Such co-operation could only flourish where there was personal contact and it was in this that the parish councils were essential. Their members were well known in the parishes, readily accessible to parishioners, and invariably members of or connected with one or more voluntary organisations. Moreover, the local people were able, through their parish councils, to provide some of their own local services and facilities such as street lighting, community buildings, recreation grounds, open spaces and allotments.

243. The council considered that the county system of governing schools, whereby each school had its own governing or managing body with a proportion of members nominated by district and parish councils, produced an educational system more in accordance with the wishes of the inhabitants than did the Norwich system. In adult education, it was not enough simply to maintain evening institutes: they were part of the life of the parish and were largely organised locally with the encouragement of the county council. It was difficult to see how they could flourish outside the present system.

244. The wishes of the inhabitants were strongly against incorporation with Norwich. They did not desire to be governed by a county borough council covering a wide area and operating on party political lines. They preferred the present system whereby they had a greater voice in running their own affairs.

245. The parish councils supported the rural district council. Hellesdon Parish Council explained how their community centre had been built through voluntary efforts aided by the parish council, and how local societies and associations had developed once there was a local centre for them to use: this could not have happened under the remote control of a county borough. They also stressed the strength of local feeling against inclusion in Norwich. Catton and Sprowston parish councils, too, emphasised the strength of

community life in their parishes. Horsham St. Faith and Newton St. Faith Parish Council were particularly concerned at the prospect of losing the Hellesdon Secondary Modern School. Two of the managers of the village school were governors of the secondary modern school, and this important local contact would be lost if the latter were governed by a sub-committee of the Norwich local education authority. The council were also disturbed at the prospect of their children attending schools controlled by Norwich City Council, whose attitude to education was so different from that of Norfolk. Drayton Parish Council asked us to exclude from the draft proposals a local beauty spot which they had purchased.

246. Blofield and Flegg Rural District Council also supported the county council's opposition to the draft proposals. Although building in the parish of Thorpe had reached the city boundary, the people were Thorpe people, and the parish had no closer or more special links with the city than arose from mere proximity. The three-tier system of local government enjoyed by the people of Thorpe gave closer contacts between the people and their elected representatives, and was far more efficient than the one-tier system of city government. There were 24 local government councillors in Thorpe at present, with 8 on the rural district council, whereas under city administration the area would probably have only 2 or 3 representatives at the most. There was virtually no land available for development in the area proposed to be transferred to Norwich, and the main benefit to the city would be financial—a gain at the expense of the people of the rural district. There had been no suggestion that the county borough as it now stood could not already provide full and effective local government.

247. On the other hand, the loss of Thorpe would bring real and serious disadvantages to the rural district; its population would fall from 35,000 to 25,000 and its rateable value by one-third. This loss of resources would be particularly serious at a time when the council were embarking on expensive schemes in their more rural areas—£1 million on sewage disposal, for instance—to which the rateable value of Thorpe would contribute. Thorpe itself had already been provided with a sewage scheme to the cost of which the rural parts of the district had contributed. Even taking account of government grants, the loss of Thorpe would place a burden on the remainder of the rural district. The district would also lose its present urban/rural balance. In the council's view, the disadvantages of our proposals far outweighed the advantages.

248. Thorpe St. Andrew Parish Council supported their rural district. They stressed the independent community spirit of the parish and the strength of local feeling against the draft proposals. They gave examples of their achievements in providing local services and amenities—the village hall, recreation ground and allotments—and expressed their appreciation of the services they received from the county and rural district councils. The parish council also spoke at the statutory conference on behalf of several local organisations. Plumstead Parish Council likewise opposed the draft proposals.

249. Forhoe and Henstead Rural District Council declared that Costessey and Cringleford had no closer or more special links with Norwich than those

which arose from mere proximity. The annexation of these fringe areas by the county borough would not make for effective government; the existing boundaries allowed the most efficient and economical means of administering the area and there would be no balance of advantage in our proposals.

250. The present social and community activities stemmed in the main from the parish councils, and their disappearance would undoubtedly diminish the social activities in the parishes. Electoral representation would also be reduced, perhaps to a single member on the county borough council who might not necessarily have any parish connexions or loyalties.

251. The council viewed with grave concern the proposal that a large portion of Costessey should go into the city, including such an extensive area of proposed green belt land at Bowthorpe, where development proposals had been consistently rejected, and in the Tud Valley where the city had suggested that 812 houses should be built on one site.

252. As for Cringleford, it was strongly denied that this was an area of suburban development tied to the city in the same way as areas to the north. The River Yare and water meadows formed a natural and permanent barrier, effectively dividing the area from the city, and it was unlikely that there could be any development linking them. The city's building proposals for this area would not only be a breach of the green belt, but the proposed density of 14 dwellings to the acre, compared with the present density of 4, would alter the character of the parish and destroy a most attractive area. There was much to be lost and nothing to be gained from transferring the area to the city.

253. As for the city's claims for more land, the council said that Trowse was in no way urban in character and had nothing in common with adjoining development on the city side of the boundary. The existence of two quite insignificant oil storage depots was not sufficient reason for the city to embark on industrialisation of the river frontage on a large scale.

254. As regards Colney, the rural district council felt confident that, together with the county council, they were capable of providing any local government services which the university might require. Although the research institutions which were to be developed there would be connected with the university, they would, nevertheless, be completely autonomous. There was no need for this area to be within the city.

255. Cringleford Parish Council said that a survey had shown that of 397 houses on the voters' list, 250 were in no way dependent on Norwich for employment. Costessey Parish Council said that the unity of their parish would be lost if, as we proposed, it were split both geographically and as a community.

VIEWS OF LOCAL BODIES

256. The Norfolk County Association of Parish Councils supported what had been said about the community spirit and independence of the parish areas affected by our proposals. They saw no benefit in the inclusion of these areas in Norwich, and said that the people of the fringe areas had gone out from Norwich because they preferred to live in the country.

257. Objections to the proposals were made by the Thorpe St. Andrew Residents' Association, who showed us a film of local activities, and a number of local bodies and organisations. Over 1,600 letters were received by us from people living in the Norwich fringes who opposed the draft proposals. Strong feelings were again expressed by parents, members and representatives of the teaching profession and governing and managing bodies of schools in the fringe areas about the effects on the county education service of the transfer of schools to the city with its different system of schools administration.

258. The Norwich Labour Party and Norwich Trades Council thought that the city should also be extended to include (a) the airfield at Horsham St. Faith, (b) land at Trowse suitable for industrial development, and (c) the land to be used in connexion with the university to the west of the River Yare at Colney.

259. The Norfolk Agricultural Station Executive Committee requested that the proposed boundary at Sprowston be amended to leave outside the city the land owned and farmed by them for agricultural experimental purposes.

RECONSIDERATION OF DRAFT PROPOSALS

260. We examine the main arguments for and against our draft proposals in the sequence of Regulation 11, namely physical continuity, other links, and the balance of advantage.

261. As for physical connexions, it was not strongly contested that the areas north of the river brought in by the draft proposals were continuous in their development with Norwich, though in certain places we were thought by the objectors to have gone too far, and we consider those matters later when dealing with points of detail. We are satisfied, after inspection, that there is clear continuity between the developed fringe areas north of the river and the town area of Norwich.

262. Between Cringleford and the main mass of Norwich is the river Yare and an open belt of land on the north side of the river, narrowing at the bridge. This belt consists of nursery land, partly covered with glass houses and partly running wild. With much new development, Cringleford itself has now the air less of a village than of a suburb, with its neat residential roads, including cul-de-sac development. We do not think that it can be regarded as substantially separate from Norwich.

263. As regards other links, the county council themselves said that Norwich "is, and indeed claims to be, serving without competition the population of a very wide region in most aspects of marketing, commerce and professional services". This is true, but it does not go to show that the fringe areas are lacking in the other links to which the Regulations refer. What it does show is that while some areas (the fringe areas) have substantial continuity and other links with Norwich, other areas have the other links only and therefore fall outside Regulation 11. The fact that the distant areas have these other links also shows that those links do not arise from mere proximity. The county council also argued that "links, be they commercial, professional or recreational which are shared with places like Dereham, Cromer and Harleston (to cast the net cautiously) and work shared with Brundall, Hingham,

Lenwade, Wroxham and Wymondham, cannot in their application to Catton, Hellesdon, Sprowston and Thorpe, suddenly there and there only, become "closer and more special". But the question that Regulation 11(a) requires to be considered is the question whether the fringe areas have closer and more special links with the town area than those which necessarily arise from mere proximity, and not closer and more special links with it than those occurring elsewhere in the county.

264. A further suggestion seems to emerge at some points of the county's argument—that the union of the city and county would best reflect the inter-weaving of their life and activities, but that since this is admittedly contrary to the basis of the present review the next best thing would be to let the county "retain its substantial stake in the provincial centre." This tacitly admits that some of the fringe areas are part of "the provincial centre", and it almost amounts to saying that to keep Norwich divided is a step towards uniting it with the county. This does not seem to us at all convincing. The many ties between city and county can and should be reflected in co-operation between them in many fields, but not in maintaining an out of date administrative boundary which does not correspond to a common sense idea of what Norwich is.

265. The boundary of Norwich has been extended by less than 600 acres since it became a county borough. Its population has been declining since 1931, and in the decade 1951-61 it fell by 1,140. In contrast the population of the parishes around the city has been increasing and in the same decade it rose by over 13,000. True, there were ancient settlements on the fringes, and they have not been populated solely by people from within the city boundaries, but towns grow not only through the proliferation of the original inhabitants but also by others coming to live there. The growth of the fringe areas must be counted part of the growth of Norwich, in view of the close links on which the county council themselves insisted, and we think the town will suffer if this growth is not included in its boundaries. In Chapter II of our Report No. 8 we discussed the social implications of this sort of situation and we concluded that the loss by towns of the younger, more prosperous and go-ahead element of their populations was a grave prospect. There is some evidence to suggest that it is the younger people who are moving out of Norwich, at any rate into some of the fringes. The county report of the 1961 census shows that St. Faith's and Aylsham and Blofield and Flegg rural districts have a younger age structure than Norwich. We appreciate that those figures relate to the whole of these two rural districts, whereas we are concerned with only a half and a quarter of their populations respectively, but we do not believe that the Norwich fringe areas would have a smaller proportion of young people than the rural districts as a whole. We also notice that as long ago as the 1951 census all three rural districts round Norwich had a higher proportion of people in social classes I and II (taken together) than had Norwich. We are not suggesting that the city has yet been drastically affected by this loss of population, but the trends are there, and Norwich will be liable to suffer if the balance is not restored.

266. In view of all these considerations we have no doubt that the fringe areas around the city should be included within its boundaries, unless this

would be outweighed by disadvantages to the inhabitants of the fringe areas or to the county as a whole.

267. The county council were naturally concerned with the effect which our proposals would have on the remainder of Norfolk. They pointed out that each of these fringe areas is the apex of a triangle stretching well out into the county, and is the place from which services within that triangle are operated. To cut off the apex from every such area, they said, would cause disruption. Besides this, the county would be left a sparsely populated one with no large urban centres of population, in which provision of services would be difficult and expensive. The district councils likewise pointed out that they have given these fringe parishes priority in the provision of many services, and it would be hard for them to lose these, their richest areas, at the moment when they are turning to give other parishes similar services.

268. There is truth in both these points. Yet the net effect of our various proposals affecting Norfolk would mean only a slight reduction in its area, leaving it at 1,288,000 acres, and slight increases in its population and rateable value, giving it a population of 409,000 and a rateable value of £11,780,000. (For details see Appendix 1.) Nor can we altogether accept the county council's contention about the disruption of their education service in a wide area round Norwich. Figures which they gave us showed that of 5,214 children who attended schools in areas which we proposed to add to the city, 1,149 lived in areas which would remain in the county. Initially the county would have little option but to make arrangements with Norwich for the bulk of these children to continue at their present schools. There were already 443 Norfolk children attending local authority schools in Norwich but of these 263 lived in areas to be transferred. Thus under our proposals about 1,340 county children would have to attend Norwich schools, an increase of about 900. Cross boundary arrangements on this scale are not unprecedented—at Derby and York, for example, about 1,500 children are involved in such arrangements—and we have often been told that they work well. We certainly heard no suggestion that the present arrangements between Norfolk and Norwich do not work satisfactorily, and we see no reason why they should not do so for a greater number of children, particularly as the city council have expressed their willingness to offer school places to the county. In years to come new schools will be needed in the county near Norwich and this should enable the county to reduce their cross-boundary arrangements to some extent if they wished. The points were also made that schools would lose their individual governing and managing bodies if they were transferred to the city, and that teachers in the city were not generally appointed to specific schools as they were in the county. This is true, but these different ways of governing schools and appointing teachers are in general use and we cannot accept any implication that one is right and the other wrong. Nevertheless, we feel that the city council should consider whether some special arrangements might be made for any schools in which the county might have a high proportion of pupils. Or it might be desirable for the county to retain one or more schools in the areas proposed for transfer. All these considerations and possibilities suggest to us that our proposals need have no disruptive effect on education

given goodwill on both sides. On the other hand, we believe that some positive benefit should come from pooling educational resources in the city and fringe areas. It is not right to say that this cannot be so "because there is no spare room in city schools". Pooling implies a loosening of barriers in both directions with a consequent widening of choices and increase of variety, and it must be remembered too that school building is not at an end in the city any more than in the county.

269. The same sort of position could arise in other services; the county said that either institutions, depots, training centres for courses, etc. in the fringe areas would have to be replaced in far less convenient places or cross boundary arrangements would have to be massively increased. We cannot accept such an argument as overriding: nearly all county boroughs are focal points in road systems, and the fact that they are separately organized from counties often creates problems of this kind, which are inevitable. We sympathise with Norfolk because of the reliance they have naturally placed on the Norwich fringe areas in building up their services, but there are several ways of meeting the problem. The county themselves have suggested part of the answer in asking, since the conference, that if our proposals are maintained we should recommend the retention by them of various institutions in the fringe areas, e.g. the Junior Training Centre at Sprowston, the County Civil Defence Headquarters at Cingleford, the Playing Fields Maintenance Depot at Hellesdon, the Rural Domestic Economy Centre and a Highway Depot at Thorpe and the Old People's Hostel at Catton. The city are generally favourable to this idea, which would clearly diminish the disturbance to county services. This, of course, is not the whole answer. Another method to be considered would be for the county and city to co-operate in any common services which could usefully be shared.

270. Another disadvantage the county saw was the loss of the only sizeable area where dead mileage was low, and the only significant area affording bargaining power in the securing of contracts for services in the east of the county, both factors which would materially increase the cost of services in the remaining county. But it should help to offset this loss if Great Yarmouth is included in the county. It is not as isolated as Norfolk suggested: there is a trunk road direct to Norwich, 20 miles away, a class A road running north and two running south, both into Suffolk, but one soon re-entering Norfolk. There is also the railway link. We have noticed how highly Norfolk value Thetford and King's Lynn as service centres, and they are not less isolated than Great Yarmouth.

271. The county also thought that, as reduced, their power to recruit good professional staff, especially teachers, would be lessened; but we do not think this is so. Their reputation as a good employer is the important thing, and there is no reason why this should be lost. With a population of 400,000 and much to offer in the way of agreeable environment and a go-ahead education service, and with Norwich still there as an attractive regional centre, they should have little to fear on this score.

272. What we have said about the disadvantage to the county applies in general to the rural districts. Norfolk have yet to consider what lines their

county review might take, and therefore we cannot precisely forecast the position in the rural districts concerned, but the necessary adjustments should be practicable. As for the sewerage scheme in Thorpe mentioned by the Blofield and Flegg Rural District Council, we understand that any outstanding loan debt attributable to this scheme, as well as any other relevant debt, would be transferred to the city.

273. Special consideration needs to be given to the objections and fears of people in the fringe areas. We were told over and over again, and accept as a fact, that most of them are very much opposed to being brought within the city. On the other hand they would suffer if Norwich decayed, and it seems to us that fears of disturbance or hurt to the community life of the fringe areas were considerably exaggerated. The fact that in one area an active residents' association was formed to comment on our draft proposals, instead of leaving the parish council to express the local views, is itself an indication that community life does not depend entirely on the parish council. We received much information about the good work of the parish councils round Norwich, but this is an expression, not a cause, of the lively common interests of local communities, which we feel confident can be maintained if the local government pattern is changed. The city council can help in this and we note that they have undertaken to maintain the evening institutes where a good deal of local activity centres.

274. The local community centres would also continue. Fears were expressed, for instance about the Hellesdon centre, which is leased on trust for the use of the inhabitants of Hellesdon and the neighbourhood. We have looked into this and can find no reason for thinking that the area of benefit would not remain the parish as constituted at the date of the lease, and the neighbourhood. Some alteration of the constitution of the Committee would no doubt be required but that would not alter the area of benefit. Again, people in the parishes dreaded losing their intimate connexion with their local schools, each of which had its own governing or managing body, including people other than elected representatives. It is true that if these areas were transferred to the city, then, unless some special arrangements were made, there would be access to the Education Committee only through the city's elected representatives. But this need not prevent local interest and connexions with schools through parent/teacher associations and the manifold school activities which teachers encourage parents to attend and support.

275. We conclude therefore that the disadvantages would not be so serious as was represented and do not outweigh the manifest advantages of bringing the suburbs of the city within its boundaries.

BOUNDARIES OF NORWICH IN DETAIL

276. We turn next to the suggestions for altering our draft proposal boundary, starting at the North, where the city council asked us to reconsider their claim for the disused airfield at Horsham St. Faith. The city council are still negotiating to buy land at the airfield, and some of the domestic buildings are to be made available to the University of East Anglia for the students, but the position is too unsettled to enable us to reach any conclusion whether or not the area should be included in the city. If, by

the time the Minister comes to consider this report, the whole future of the airfield has been settled, no doubt he will give further consideration to the city's claim.

277. At Sprowston our draft proposals included land owned by the Norfolk Agricultural Station, who objected on the grounds that this land was an integral part of the area owned and farmed by them as an important agricultural experimental station and that its loss would seriously restrict the normal activities of the station. Our draft boundary was drawn to include the whole of White Woman's Lane in the city to facilitate road maintenance: it does not imply any change in the use of the Agricultural Station's land and should not affect their activities at all. We therefore adhere to our boundary here; but immediately to the east we propose to move it from the south to the north side of Barker's Lane, also to facilitate road maintenance.

278. We have decided to accede to the county council's request to leave Racecourse and Belmore plantations in the county. These woodlands would be preserved by either authority, and the only advantage in including them in the city would be to secure a better and less irregular boundary. But we do not think this is of any great significance in this instance.

279. In our meetings with the city and the county we had ourselves raised the question of two surviving relics of ancient boundaries, i.e. the retention in the county of a small area in the centre of the city around the Castle and retention in the city of the River Yare for 14 miles downstream to Hardley Cross. Neither authority wish to change these historic survivals, and, since they give rise to no administrative difficulty, we are proposing no change except that in order to keep the navigable channel of the Yare wholly within the city we propose to alter slightly the southern boundary of the area to be added at Thorpe St. Andrew, including a very small part of the parish of Trowse with Newton, to follow the southern boundary of the new cut of the River Yare instead of the northern boundary of the railway. This has the effect of once again placing the whole of the navigable channel of the river within the city.

280. The city council put forward no new arguments in support of their reduced claims for riverside land for industry at Trowse, or for the hamlet itself. It is not for us to decide whether or not the riverside land should be used for industry and we have no indication from the local planning authority or the Minister that it is likely to be so used; we still think that we should not be justified on present information in including it in the city. The hamlet of Trowse itself is separated from development in the city by the river. In this respect it resembles Cringleford, but Trowse is very much smaller and has every appearance of still being a village rather than a suburb; there is no modern suburban type of development as there is in Cringleford. Moreover, it would be difficult to find a satisfactory boundary based on permanent physical features round the village to replace the present good one afforded by the river; and we cannot believe that it would be sensible to create an isolated bridgehead of city territory across the river here.

281. As explained earlier in paragraph 262 we see insufficient reason for distinguishing the case of Cringleford on physical grounds from that of

the other suburbs, and we adhere to our draft proposal. We have not proposed a tighter boundary as suggested by the county: the result would be an irregular boundary and the area of difference is small.

282. Since our draft proposals it has become clear that some sort of university development will spread across the city boundary on to land at Colney. The university have now acquired 100 acres there between the river and the Colney/Cringeford road, immediately across the river from their main site. We understand that this land is reserved for future development by the university but that no plans have yet been prepared for its physical development. Between this land and the Earlham/Colney road is the area where research institutes, which will be associated with the university, are to be established. Two sites have in fact been taken by such organisations and we think that this land should be included in the city in view of its proximity to, and association with the university. To obtain a satisfactory boundary we have also proposed inclusion of a small area north of the Earlham/Colney road, but excluding the village of Colney.

283. At Bowthorpe the rural district council asked us, if we proceeded with the draft proposals, to include also the sewage works which serve the area to be transferred to the city. We have modified our boundary accordingly.

284. We have decided not to exclude from our proposals the valleys of the rivers Tud and Wensum, as had been requested by the county council. To have done so would have created an awkward salient of county territory into the city—a salient containing long ribbons of suburban houses—and it would have been difficult to find a good boundary. Some apprehensions were aroused by the city's tentative indications of possible development in these areas: we are sure that they would consider this question further if the area passed into their control, with full regard to the value of these areas to the amenities of the city. There is also the safeguard that any substantial departure from the approved development plan needs the Minister's authorisation. We are, however, altering our proposal in this area in detail, so as to leave in the county a local bathing and beauty spot which has been bought by Drayton Parish Council.

285. We see insufficient reason to alter our proposed boundary to include in the city the David Rice Hospital and the Drayton Old People's Home. There is a clear physical break between Hellesdon, which we propose to include in the city, and Drayton which we do not; and the David Rice Hospital is on the Drayton side of this break. Although it is administratively part of the Hellesdon Hospital, which will be transferred to the city, no evidence was adduced to show that there would be disadvantages in two physically separate parts of a hospital being in different local authority areas. The old people's home, which is run by the city council, stands in 38 acres of parkland, known as Drayton Wood, which forms part of the break between Hellesdon and Drayton. To include this in Norwich would bring the city boundary up to the beginning of the Drayton development, which we do not wish to propose. The city council should be able to run their old people's home just as effectively if it remains in the county, and a good physical boundary seems the more important point here.

286. The South East Study named Norwich as one of the places seeming to "offer scope for expansion of at least 30,000". The Study also said "It cannot be over-emphasised that the mention of a place . . . does not imply a firm view that large scale expansion is necessarily practicable, or even, when the full facts are known, necessarily desirable". Our practice has always been to take account of proposed development if the prospect was reasonably firm and the locality of development was fairly clear. Here these conditions are not realised, and therefore our proposals do not take account of this possibility of large-scale expansion. If the Minister eventually reaches the view that this expansion is desirable and practicable, he will no doubt take it into account in considering the boundaries of the city.

PROPOSALS

287. We accordingly propose that Norwich county borough should be extended to include the whole of the parish of Hellesdon, most of the parish of Catton, part of the parish of Sprowston, small parts of the parish of Horsham St. Faith and Newton St. Faith, and very small parts of the parishes of Drayton and Spixworth in St. Faith's and Aylsham rural district; most of the parish of Thorpe St. Andrew in Blofield and Flegg rural district; parts of the parishes of Cringleford and Costessey, a small part of the parish of Colney, and very small parts of the parishes of Keswick and Trowse with Newton in Forehoe and Henstead rural district. The county borough, with boundaries as shown on Map No. 4 and described in the schedule contained in Appendix 7, would have an area of 14,100 acres, a population of 161,000 and a rateable value of £6,495,000.

CHAPTER VIII

Ipswich

DESCRIPTION OF AREA

288. Ipswich, at the head of the Orwell estuary where it is joined by the River Gipping, was founded by Angles invading from the sea. It is today not only a port but also a major commercial, industrial and market town of East Anglia. Its prosperity between 1200, when it received its first charter from King John, and the early 17th century was bound up with the wool industry; at first it exported the raw material to Flanders, but later it exported woollen goods when weaving had become a major industry in East Anglia. The industry declined when wool textiles became established in the West Riding. In the second half of the 18th century Robert Ransome started business as an agricultural engineer making ploughshares, and this together with the growing prosperity of arable farming in the area established Ipswich as an industrial and market town. At the time of the first census in 1801 Ipswich was a town of only 11,300 inhabitants, and development had barely extended beyond the original ramparts: a century later it had grown to 66,600. Today it is a busy commercial and industrial town with engineering still its most important industry employing 11·5 per cent of the insured workers. Food processing based on the rural area around is now the second most important industry, while textiles and clothing together employ only about 3 per cent of the insured workers. As in Norwich and other regional centres service employment, particularly distribution and professional services, has grown at twice the rate of manufacturing industry in the last ten years.

289. The population of Ipswich, which became a county borough in 1888, grew rapidly from 66,600 in 1901 to 88,000 in 1931; at this time the fringe parishes had only about 5,500 inhabitants. By 1951 Ipswich had reached a population of 107,400 and the fringe parishes nearly 7,000. Ten years later the county borough had increased by 10,000 people or 9 per cent (2,600 due to boundary changes), while the fringe parishes to the east, notably Kesgrave, Rushmere St. Andrew, Purdis Farm and Nacton, grew at a faster rate (70 per cent) to 9,600 people.

SUGGESTIONS OF IPSWICH COUNTY BOROUGH COUNCIL

290. The council suggested extending Ipswich into two of the three neighbouring rural districts of East Suffolk to include certain small areas amounting to less than 1,000 acres, which they contended were already, or would be, substantially continuations of the town area of Ipswich, together with an area of 2,870 acres to the south of the town which they said was needed for future housing. The areas claimed were parts of the parishes of Rushmere St. Andrew, Purdis Farm and Westerfield, in Deben rural

district, and parts of the parishes of Belstead, Freston, Holbrook, Sproughton, Washbrook and Wherstead, in Samford rural district. The land claimed for future development was mostly in the parishes of Belstead and Wherstead. The reason why the council selected this land for building was that it could be developed as an extension of an existing housing estate within the Ipswich boundary, for it drained naturally into the Belstead Brook and the River Orwell, and so the sewage could be treated at their existing works beside the brook. Development in any other area would require a new disposal works and water supply.

VIEWS OF OTHER AUTHORITIES

291. East Suffolk County Council and Samford Rural District Council at first contested the need to take land outside Ipswich for housing, and suggested that there was enough suitable vacant land within the boundary, for instance, to the south of the village of Westerfield. Later, however, the county council agreed to join with the county borough council in considering the future land requirements of Ipswich and the areas in which building should be allowed.

292. The county council, supported by Samford and Deben rural district councils, also disputed all the claims to the developed areas outside Ipswich, except for a strip of housing land of some 30 acres in Rushmere St. Andrew parish. In contesting a claim to the part of Westerfield village lying outside the Ipswich boundary, they suggested that the northern projection of Ipswich which split the village ought to be transferred to the county.

DRAFT PROPOSALS

293. In view of the joint examination being carried out into the future land requirements of Ipswich, we refrained from making any proposals affecting land to the south of Ipswich, except for a small amount of residential development in Wherstead parish along the roads from Ipswich to Wherstead (A.137) and to Shotley (A.138), which we proposed should be included within the county borough whatever decision was reached on the larger question. As the eventual decision on the land requirements of Ipswich might affect the undeveloped land to the south of the village of Westerfield, which lay astride the Ipswich boundary and was claimed by both county borough council and county council, we likewise refrained from making any proposals for the Westerfield area.

294. We proposed the transfer to Ipswich of the following three areas which we were satisfied were substantially continuations of the town area and strongly linked to Ipswich:

- (a) a small group of houses in Sproughton parish to the north of London Road (A.12);
- (b) a larger area of residential development in Sproughton parish on the north side of Hadleigh Road (A.1071), but not the adjacent sugar beet factory, builders' yards and concrete works also covered by the county borough council's claim, for that part of the area had, in our opinion, much less close connexions with the town;

(c) an area to the south of Rushmere Heath consisting of two long fingers of development extending eastwards from the town along Foxhall Road in Rushmere St. Andrew parish and Bucklesham Road in Purdis Farm parish, together with a small area of open land to the north of Foxhall Road and Warren Heath to the south of Bucklesham Road, and all the land between the two fingers, comprising the strip of housing land developed alongside the existing Ipswich boundary, a golf course and other open land. The county borough council had claimed only the two fingers, Warren Heath and the strip of housing land, but to stop here would produce an awkward boundary. Our proposal included very small parts of the parishes of Foxhall and Nacton as well as parts of the parishes of Rushmere St. Andrew and Purdis Farm.

295. The remaining area claimed by the county borough council was to the north of Rushmere Heath in Rushmere St. Andrew parish. This area consisted of the settlements of Rushmere St. Andrew and Rushmere Street on the north and building of a more suburban character on the south along Playford Road and Woodbridge Road, with much of the intervening land used as playing fields for Ipswich firms. We thought that while the building to the south was substantially continuous and closely linked with the town, the northern development was not; and as the two patches of development nevertheless formed one community which it would be wrong to split, it was better on balance that the whole area should stay in the county.

296. As a result of our proposals, Ipswich would have had an area of 10,764 acres, a population of 119,800 and a (1962) rateable value of £1,915,000.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF IPSWICH COUNTY BOROUGH COUNCIL

297. The council raised no objection to our having decided for the time being to make no proposals affecting any major extension of Ipswich, but reserved the right to make further representations in the event of their discussions with the county council bringing no measure of agreement.

298. They supported the proposal for the minor extension at Wherstead and also the inclusion of the two residential areas in Sproughton north of London Road and Hadleigh Road; but they renewed their claim to the industrial area lying to the north of the second residential area. As for the London Road area, they pointed out that it was isolated from other development except for the housing estate within the borough boundary on the opposite side of the road, and this estate included primary and secondary schools, shops, churches, public houses, a full health clinic with chiropody and dental facilities, a bus service and an old people's home. The Hadleigh Road area seemed to them equally part of the town, for existing development in the borough immediately adjoined the area on the north-east and while some of the residents might take a lively interest in parish affairs, they also took an enthusiastic part in the town's affairs. As for the industrial area, both the industrial companies were Ipswich firms. According to information supplied by the firms, 75 per cent of the labour force of one lived in Ipswich, while of the other 75 per cent of their manual employees and 50 per cent of their office staff lived in Ipswich. The labour force of the sugar

beet factory was mainly seasonal, and the British Sugar Corporation had indicated that all the 125 employees lived in the borough.

299. In support of our proposal for the area of Foxhall Road and Bucklesham Road, the council mentioned that according to the Registrar General's 10 per cent sample of 987 persons in the area affected by our proposal, 24 out of 34 workers had their work place in Ipswich. The counter-proposal of the county council and Deben Rural District Council to add merely the properties at the western end of Bucklesham Road and the houses alongside the boundary seemed to them inadequate: the Foxhall Road properties did not constitute an entity distinct from the borough; the corporation could be trusted to preserve the golf course; and the two ends of Bucklesham Road had the same links with the borough.

300. The council renewed their claim to the area north of Rushmere Heath, arguing that it all had equally close links with the borough and the break in development between the northern part and the borough was not substantial. If a village had a centre, it was where the public house, church and so forth were situated, but in this case the church and school were in Rushmere and the public house and post office across the boundary in Ipswich. The Registrar General had indicated that in a 10 per cent sample of a total population of 570 in the area, the workplace of 16 out of 24 workers was in Ipswich.

VIEWS OF OTHER AUTHORITIES

301. The county council welcomed our decision not to make any proposal for a major extension of Ipswich until the future land requirements had been agreed on. They opposed the inclusion in Ipswich of the small area at Wherstead on the grounds that it would lose the good physical boundary of the Belstead Brook, that the Parish Council and the Women's Institute both strongly maintained that the residents looked to the village of Wherstead rather than to Ipswich for their cultural and social activities and were against being incorporated in the county borough and that it was "taking one bite" at what might be "the whole cherry later on".

302. The county council made no representations on our proposals to include the two Sproughton residential areas, but Samford Rural District Council and Sproughton Parish Council objected to the loss of both areas, though the Parish Council said that they did not have strong views about the smaller area of 14 houses along London Road. The East Suffolk Parish Councils Association, who generally supported their parishes, raised no objection to the loss of this smaller area, saying that the residents took no part in the life of the village. The main ground of objection was that most of the residents were against incorporation in the county borough, and did not have close links with it. The inhabitants of the Hadleigh Road area, it was said, looked to Sproughton rather than to Ipswich; three out of nine parish councillors including the chairman, and two district councillors representing Sproughton on the district council, all came from that area. As to the renewed Ipswich claim to the industrial area, the county council replied that the railway line made an admirable boundary, and that the builders and concrete specialists had expressed their wish to remain in the county. The

rural district council said that the area had a rateable value of nearly £60,000, and they did not want to lose it.

303. The county council and Deben Rural District Council opposed the inclusion of the Foxhall Road and Bucklesham Road area, saying that the golf course could best be preserved if left in the county, and that to add the two fingers would give an awkward boundary. The Foxhall Road area was not development in depth; almost all the residents wanted to stay in the county; it would involve the rural district in a loss of £18,000 rateable value; it could not conveniently be seweried by Ipswich, and the district council were about to go to tender to sewer it. In Bucklesham Road, they acknowledged, the position was not so clear-cut; while many of the occupants of the houses in Bucklesham Road nearer Ipswich looked towards the borough, there was a strong desire to remain in the county among those living to the east of the lane leading from Felixstowe Road. The county council and the district council therefore suggested as a compromise including in Ipswich the western half of Bucklesham Road and the narrow strip of housing land between the existing boundary and the golf course. The Rushmere St. Andrew Parish Council, in arguing against our proposal, said that 277 out of 315 electors visited in the Foxhall Road area had expressed themselves entirely opposed to incorporation in Ipswich. The Purdis Farm Parish Meeting supported the compromise. In explanation of the different attitude of people in the western and eastern parts of Bucklesham Road, they suggested that people in the eastern part of the road had come out there much earlier, when the area was more rural than today, whereas the western part of the road was taken by people living in Ipswich who simply wanted a bungalow instead of a house.

304. The county council contested the renewed Ipswich claim to the land north of Rushmere Heath, saying that they had been much impressed for many years with the feeling which the residents had of constituting a village. Deben Rural District Council and Rushmere St. Andrew Parish Council spoke to the same effect; we were told that besides the public house just inside the borough boundary there was another one at the other end of Rushmere, and this also was largely patronised.

RECONSIDERATION OF DRAFT PROPOSALS

305. When resolving not to put forward any boundary changes in the Westerfield area to the north of Ipswich, and only a minor one in the Wherstead area to the south, we had hoped that the two planning authorities would reach agreement on the land to be used for the future needs of Ipswich before we came to frame our final proposals. The South East Study, however, which was published after we held the conference on Ipswich, suggested a substantial expansion of Ipswich. The Minister of Housing has announced that this is to proceed but the siting of the new development still remains to be settled. We therefore find ourselves in no position to assess the likelihood of the development of any particular area, and so we make no proposals affecting either the undeveloped land in the Wherstead area originally claimed by the county borough council for future needs, or land in the Westerfield area, where the competing claims to the whole of the village of Westerfield, which is split by the existing boundary, cannot reasonably be settled until it is decided whether or not to develop the vacant land to the south of the village. (See Map F.)

306. We had nevertheless proposed the inclusion within Ipswich of a small amount of residential development in Wherstead parish on the roads leading out of Ipswich to Wherstead and Shotley. Samford Rural District Council and the Wherstead Parish Council told us that the people in the 69 houses not only did not wish to be included in the county borough but also looked to the village, or rather hamlet, of Wherstead rather than to Ipswich for cultural and social activities. We find this last statement rather puzzling, and the county council's spokesman himself confessed it a little difficult to understand, but he emphasised that the existing boundary was well-defined, and referred to the major planning decision to be taken about this whole area later on. We recognise that the existing boundary along the Belstead Brook is well-defined, and that there is a pool at the confluence of the brook and the River Orwell which makes a break between ribbon development inside the county borough and the houses in Wherstead. In view of this and the real possibility that the boundary proposed by us would not prove to be the final boundary, we have decided not to pursue this proposal.

307. Our proposal to include in Ipswich the group of 14 houses to the north of the London Road in Sproughton parish was accepted by the county council but opposed by the Samford Rural District Council and the Sproughton Parish Council, though the latter told us that they had no strong views about it. We accept that most of the residents would prefer to remain in the county, but this group of houses is isolated from other development in the rural district and directly opposite development inside the county borough, and it was not denied that the residents largely worked and shopped in Ipswich. We consider that this group of houses so clearly belongs to Ipswich as to justify overruling the wishes of most of the residents.

308. Our proposal to include the other area in Sproughton parish containing about 50 houses on the north side of Hadleigh Road was again not opposed by the county council. It was, however, assailed on the one side by the rural district council and the parish council, who maintained that the area ought to be left in the county because it belonged to Sproughton rather than to Ipswich, and on the other by the county borough council, who contended that we were wrong not to have included the adjacent industrial area as well. We have considered the arguments and looked at the area again. We feel convinced that this group of houses forms a continuation of the town area and properly belongs to it. We do not feel able to meet the wishes of most of the residents on this point. On the second point, the industrial area certainly has strong links with the county borough; the builders' yards and the concrete works belong to Ipswich firms, the majority of their labour force consist of Ipswich residents, and all the seasonal employees at the sugar beet factory live in Ipswich. The counter-argument that a sugar beet factory is a rural industry seems to us to be true only to the extent that the country is the source of its raw material and so to be hardly relevant. On the other hand, this industrial area is severed by the railway from building in Ipswich. The railway forms a good boundary, whereas a boundary taking in this factory would either be ill-defined or would encroach on the village of Sproughton, and because it is on an embankment, it also gives a sense of separation. This was tacitly admitted by the Ipswich spokesman at the conference when he asked whether it could not be said with great force that, were it not for the railway, the land

would clearly be part of the town area. We have therefore decided not to propose including this industrial area.

309. Our suggestion of adding to Ipswich the two fingers of housing along Foxhall Road in Rushmere St. Andrew parish and Bucklesham Road in Purdis Farm parish, together with the intervening land, was met by the counter-suggestion of the county council and Deben Rural District Council to add merely the western half of the houses on Bucklesham Road and the strip of housing land alongside the Ipswich boundary. Yet both fingers look continuations of the town area without forming a distinct entity on their own, and the people who live there must look to Ipswich for many purposes, including work. No reason was given for distinguishing between the eastern and the western half of Bucklesham Road, except that the people in the eastern half had moved there earlier and still wanted to stay in the county. In our view both fingers patently belong to Ipswich and ought to be included within it. The county council recognised that to add these alone (with the intervening strip of housing land) would produce a "most awkward and unshapely boundary", and therefore we think it right that the golf course should also be added. There is no reason to suppose that it would not still be preserved if transferred to the county borough. Our draft proposals included, however, a piece of heathland at the end of Bucklesham Road which does not form part of the golf course. This piece of land might well be left in the county. We therefore maintain our draft proposals except for this piece of heathland.

310. It remains to consider the county borough council's renewed claim to the land north of Rushmere Heath, consisting of two patches of development with open land in between. In many ways this area resembles the area which we have dealt with in the previous paragraph, but there are some appreciable differences. The physical links are not so strong, for the northern patch of development is separated from development in Ipswich by the playing field on the north side of the road and agricultural land on the south, and the place has the air of a village : Foxhall Road and Bucklesham Road have not. Besides, if this area were transferred to Ipswich, it would be difficult not to include the adjoining development at Kesgrave, which would involve a quite substantial further extension. (See Map F.) On the whole, therefore, we think it better not to include this area.

PROPOSALS

311. We accordingly propose that Ipswich county borough should be extended to include parts of the parishes of Purdis Farm and Rushmere St. Andrew, and very small parts of the parishes of Foxhall and Nacton in Deben rural district ; and small parts of the parishes of Sproughton and Wherstead in Samford rural district. The county borough, with boundaries as shown on Map No. 5 and described in the schedule contained in Appendix 7, would have an area of 10,700 acres, a population of 121,000 and a rateable value of £5,030,000.

CHAPTER IX

East Anglian County Boundary Changes

BOUNDARY BETWEEN NORFOLK AND THE COUNTY OF CAMBRIDGESHIRE AND ISLE OF ELY

WISBECH AREA

312. The borough of Wisbech, a market town, lies on the frontier of Cambridgeshire and Isle of Ely with Norfolk. At one time the Wash extended almost as far south as Wisbech, and much of what is now the rural district of Marshland in Norfolk has been laboriously made into some of the richest farmland in the country by means of land reclamation and drainage. Its fenland orchards and market gardens support a population with a high density for a rural district. Since 1894 Marshland Rural District Council have had joint arrangements for staff and office accommodation with Wisbech Rural District Council in the Isle of Ely, the office being at present located in Wisbech. South of Wisbech the county boundary follows the Wisbech canal, which passes through the middle of the villages of Upwell and Outwell, dividing them between Cambridgeshire and Isle of Ely and Norfolk. In our review of the East Midlands General Review Area we received various suggestions for altering the boundary, but we ultimately decided to defer any proposal until we had examined this review area (Report No. 3, para. 190).

313. During the current review Marshland and Wisbech rural district councils made a joint suggestion for the transfer to the Isle of Ely of the whole of Marshland rural district except for the parishes of Clenchwarton and Terrington St. Clement. Marshland explained that although they preferred to stay as they were, subject to an adjustment at Upwell and Outwell, they realised that the continued existence of Marshland as a separate rural district would be in question at the county review, and since they shared with Wisbech rural district an administration based on Wisbech, they thought that the future of their own district, apart from the parishes around King's Lynn, lay with the Isle of Ely. Wisbech Borough Council supported this suggestion with the modification that the Marshland parishes of Terrington St. John, Tilney All Saints and Tilney St. Lawrence should also be left in Norfolk. Norfolk County Council were prepared to concede to the Isle of Ely three small developed areas next to Wisbech, but not the larger areas suggested, and they suggested that the anomaly at Outwell and Upwell might be remedied by bringing the whole of both villages into Norfolk, which would involve the transfer of the lesser sector of the village community to join the greater. On the other hand the Isle of Ely County Council, while doubtful about the need for change, urged that if the anomaly were to be remedied, the Norfolk parts of the villages should be transferred to the Isle. In our draft proposals we suggested transferring from Norfolk to the Isle the greater part of Marshland rural district, comprising the whole of the parishes of Upwell, Outwell, Marshland St. James,

Emneth, Walsoken, West Walton, Walpole St. Peter and part of the parish of Walpole St. Andrew, leaving in Norfolk the remainder of Marshland which seemed to be more closely associated with King's Lynn than with Wisbech.

314. After we had issued our draft proposals Marshland Rural District Council resiled, declaring that the population of Marshland, through their parish councils, with the exception of Outwell, had made it abundantly clear that they were not prepared to be merged with a new county whose ability to offer any advantage such as lower costs or improved services was a matter of mere conjecture. Norfolk County Council, who could give no indication of what might happen at the county review, contended that our idea that Marshland people looked to Wisbech was refuted by the parishes concerned who, with one exception, had made it plain that : (a) Norfolk was their county and so they wanted it to remain, (b) they were content to look to King's Lynn, Downham Market and Norwich for their county services, (c) a forced marriage with Wisbech, March and Cambridge was to them devoid of attraction, and (d) the rural district council had completely misrepresented their minds. To remedy the obvious anomalies they repeated their own suggestion of transferring to the Isle three pieces of developed land next to Wisbech, and transferring to Norfolk the parts of the villages of Outwell and Upwell in the Isle. Norfolk County Council were supported by Downham Rural District Council, the parish councils of Walpole St. Andrew, Walpole St. Peter, West Walton, Walsoken, Emneth, Marshland St. James and Upwell (Norfolk), the Norfolk Association of Parish Councils, the Norfolk Branch of the National Farmers' Union, the National Union of Teachers, and the King's Lynn Labour Party. In particular Walpole St. Andrew Parish Council objected to their parish being divided, West Walton Parish Council mentioned that two new schools had just been built in their parish and that their new secondary school took pupils from seven primary schools in Norfolk, and the Norfolk Branch of the National Farmers' Union expressed apprehension at the loss to another county of the Norfolk County smallholdings.

315. Our draft proposals were supported by the Isle of Ely County Council who suggested as minor modifications the transference to the Isle of an area around the village of Welney to the south of Upwell (Norfolk) and an adjustment of boundaries based on the Middle Level Main Drain near the aqueduct at Outwell. The draft proposals were also supported by Cambridgeshire County Council, Wisbech Borough Council, Wisbech Rural District Council, Outwell (Norfolk) Parish Council and the Isle of Ely Parish Councils' Association. The main points made were: (a) many people from Marshland made their living in Wisbech, where canning and bottling firms drew much of their labour as well as their fruit from Marshland ; there were as many professional men in Wisbech as in King's Lynn ; (b) there were in Wisbech under the control of the borough council a Saturday market, a cattle market, two annual fairs, two produce auctions holding sales every weekday, and all these traded to a large extent with Marshland people ; (c) Isle of Ely schools were attended by about 180 primary and 143 secondary school children who lived in the affected parishes ; about 140 pupils from these places attended Wisbech High and Grammar Schools, and about 90 Norfolk students attended evening classes

in Wisbech; (d) the women's institutes in West Walton, Marshland St. James, Outwell (Norfolk) and Upwell (Norfolk) were affiliated to the Isle of Ely Federation; and (e) Norfolk County Council's control of their small-holdings need not be affected. After the conference the Upwell (Isle of Ely) and Upwell (Norfolk) parish councils held a joint meeting at which it was unanimously resolved that one united parish in one county was essential, but no agreement could be reached on union with Norfolk or Cambridgeshire and Isle of Ely, and the decision on that point the councils considered should be left to the Minister.

316. The present boundary between the Isle of Ely and Norfolk in the Wisbech area is in some places clearly inconvenient and in others ill-defined, but plainly there is no hope of getting agreement between the two counties on any major alteration, as has been corroborated by correspondence exchanged between the county councils after the conference. We therefore think it fit to restrict our proposals for alteration to what is essential. It is common ground that the two halves of the two villages of Outwell and Upwell ought to be brought together in one county, for Outwell (Isle) and Outwell (Norfolk) together have the appearance of one village with a river flowing through it, rather like the Cotswold village of Bourton-on-the-Water, and the same is true of the two Upwells. It would be reasonable enough to unite them in either county, but on three grounds we think it preferable that they should be united in the county of Cambridgeshire and Isle of Ely. First, the only local agreement is over Outwell, where Outwell (Norfolk) parish council accept the transference of their parish, and if Outwell is to be wholly in Cambridgeshire and Isle of Ely, then so must Upwell. Secondly, as the Norfolk County Council remarked in their written representations on the draft proposals, any country town has an area around it within which people use what facilities it can make attractive to them. The country towns here in question are Wisbech, Downham Market and King's Lynn, which are respectively about $4\frac{1}{2}$ miles, 7 miles and 12 miles from the centre of Outwell. So far as concerns shopping, Wisbech is closer than King's Lynn and more important than Downham Market. So far as concerns education, the Norfolk County Council told us that the limited accommodation at the Downham Market grammar school prevented many children living near the town from attending the school, and they had to go to Wisbech instead. The county council spoke of hopes of enlarging the Downham school, but this does not detract from the fact that Wisbech is the more important centre at present. The Upwell (Norfolk) secondary modern school takes both Norfolk and Isle of Ely children, and in Norfolk its catchment area lies to the north of the Middle Level Main Drain. Thirdly, the Middle Level Main Drain to the south-east of the villages makes a good boundary, and brings in nearly all the population of the Norfolk parishes of Outwell and Upwell. This change involves transferring to Cambridgeshire and Isle of Ely the part of the parish of Stow Bardolph to the west of the Middle Level Main Drain, for, as Downham Rural District Council themselves pointed out, this area of few residents comes within the influence of the parish of Outwell (Norfolk), and so can be more conveniently served within Cambridgeshire and Isle of Ely, if Outwell (Norfolk) is transferred to that county.

317. Norfolk County Council's suggestions for adding to the Isle three developed areas next to Wisbech, one in Emneth and two in Walsoken, proved on inspection to make good sense, in so far as they add to Wisbech what looks like a part of it. In view, however, of the new housing, much of it suburban in type, which is being built in these villages, and also of strong parish loyalties we think it better not to divide the parishes of Emneth and Walsoken because it would mean splitting their population (which is not the case with our proposal to divide the Norfolk parishes of Outwell and Upwell), but to add the whole parishes to Cambridgeshire and Isle of Ely. With more hesitation, in view of the presence of the secondary school, we consider that the parish of West Walton immediately to the north of Walsoken should also be added. It has developed residentially to a considerable extent in the last decade, largely as a dormitory of Wisbech.

318. We accordingly propose that the whole of the parishes of West Walton, Walsoken and Emneth, the greater part of the parish of Outwell, and a part of the parish of Upwell in Marshland rural district and a small part of the parish of Stow Bardolph in Downham rural district should be transferred from Norfolk to Cambridgeshire and Isle of Ely. This would transfer 13,288 acres, a population of 6,300 and a rateable value of £119,700. (See Map No. 1 part 5.)

OTHER AREAS

319. We propose a few minor adjustments of the county boundary at Tipps End, Gold Hill, Brandon Creek and Decoy Farm. These were suggested by Norfolk County Council, and no objection was raised to them when we adopted them in our draft proposals. The adjustments at Tipps End, Gold Hill and Brandon Creek unite all the houses of a village or settlement within one county, the county of Norfolk in the first two cases and the county of Cambridgeshire and Isle of Ely in the third. The adjustment at Decoy Farm, involving the transfer to Cambridgeshire and Isle of Ely of farmland lying to the south of the Little Ouse, makes the river the county boundary, as it is both west and east of this spot. We also propose an adjustment at Christchurch to transfer to Cambridgeshire and Isle of Ely a few houses belonging to the village of Christchurch which lies in that county, and to transfer to Norfolk some farmland at present projecting into the southern part of the parish of Upwell (Norfolk). This exchange was suggested by Norfolk County Council and not adopted in our draft proposals only because we were then suggesting the transfer from Norfolk of the whole of the parish of Upwell (Norfolk). As we are not now proposing the transfer from Norfolk of this part of Upwell, we think it right to adopt this minor adjustment suggested. (See Map No. 1, parts 5 and 6.)

BOUNDARY BETWEEN WEST SUFFOLK AND THE COUNTY OF CAMBRIDGESHIRE AND ISLE OF ELY

320. Newmarket urban district in West Suffolk is another example of a border town which is the centre of a wide area outside its own county. It is a diamond-shaped area consisting of Newmarket town itself and the village of Exning to the north west : it is almost entirely surrounded by Newmarket

rural district in Cambridgeshire and is joined to the rest of West Suffolk only by a narrow neck of land. Newmarket's principal industry is horse-racing and the numerous ancillary occupations associated with it. It also fulfils an important role as a professional and shopping and marketing centre for the villages and farms around it, while it is a valuable base for county services in the adjoining parts of West Suffolk.

321. During our review of the East Midlands we received various suggestions for altering this part of the county boundary, some designed to transfer Newmarket to Cambridgeshire and others to join it more broadly to West Suffolk. Considering that Newmarket was the urban centre for the surrounding villages in the adjacent parts of Newmarket and Mildenhall rural districts, we thought that these areas ought all to be together in one administrative county. We suggested in our draft proposals for the East Midlands the transference of part of Newmarket rural district to West Suffolk. At the subsequent conference the Jockey Club urged that the existing boundary ought to be altered so as to bring into one county the town of Newmarket, the two race courses, and the stud farms. This was desirable in their opinion to enable one police force to control traffic and rogues going to the races, one authority to deal with medical services, food regulations and fire precautions on the race courses, and above all one planning authority to deal with the town, the race courses, the training establishments and stud land. They declined to state any preference for Cambridgeshire or West Suffolk, evidently not sharing the repugnance mentioned by one of our correspondents to the idea of the "Cambridgeshire" being run in West Suffolk. Our proposals were, however, opposed by the Cambridgeshire authorities, and some suggested that the future of the Newmarket area ought not to be settled till our review of West Suffolk itself. We ultimately adopted this last view. (Report No. 3, para. 196 sqq.)

322. In our draft proposals for this review area we observed that Newmarket urban district was clearly of value as a base for West Suffolk county services, and that with a population of over 11,000 and a (1962) rateable value of £145,000 it was quite as important to West Suffolk as it would be to Cambridgeshire. We suggested removing the anomalies round Newmarket by transferring to West Suffolk the whole or part of 14 parishes in Newmarket rural district, viz. Burwell, Stetchworth, Swaffham Prior, Swaffham Bulbeck and Dullingham to the west of Newmarket, Cheveley, Woodditton, Ashley cum Silverley, and Kirtling to the south and south-east, and Snailwell, Kennett, Chippenham, Fordham and Isleham to the north.

323. Our proposals were welcomed by West Suffolk County Council, Newmarket Urban District Council, Mildenhall Rural District Council, Clare Rural District Council, the West Suffolk Parish Councils Association and the West Suffolk Executive Council. They pointed out that Newmarket was a vital base for services in West Suffolk but not essential for services in Cambridgeshire, and that it would cause less upset to transfer 6,000 people from Cambridgeshire to West Suffolk, as our proposals did, than to adopt the alternative of transferring Newmarket to Cambridgeshire, which would mean transferring nearly 12,000. They also thought it a great advantage to have in the same county the town of Newmarket, the race courses, the training establishments and 44 of the 46 stud farms.

324. Our proposals were opposed by Cambridgeshire and the Isle of Ely county councils, Newmarket, Chesterton and South Cambridgeshire rural district councils, Burwell, Stetchworth, Cheveley, Woodditton, Ashley cum Silverley, Kirtling, Snailwell, Chippenham and Fordham parish councils, the Cambridgeshire Parish Councils Association, and the Cambridgeshire, Huntingdonshire and Isle of Ely Community Council. It was argued that the principle of adding to a town everything within its sphere of influence was quite unsound, for if pressed it would reduce Cambridgeshire to an insignificant size, and in any case, Newmarket itself was within the sphere of influence of Cambridge City. It was emphasized that people in the parts of Newmarket rural district concerned were averse to breaking their ties with Cambridgeshire.

325. In the opinion of the Cambridge City Council the issue depended on the fate of West Suffolk; if that county were to be amalgamated with East Suffolk, Newmarket should go to Cambridgeshire, but if it were to remain independent, then the parishes next to Newmarket ought to go to West Suffolk. According to the National Union of Teachers, Cambridge teachers thought that the existing boundaries should be maintained, and in particular that Fordham people should not be deprived of their link with Soham in Cambridgeshire, as over 70 Fordham children attended the secondary school at Soham village college, and more than 50 adults attended classes there, but West Suffolk teachers considered that there were educational reasons for altering the boundaries, especially to the south-east of Newmarket, though not nearly to the extent which we had proposed.

326. On re-consideration we accept that it would go too far to propose bringing into West Suffolk all the Cambridgeshire villages within the sphere of influence of Newmarket, when it has become clear that the people living in them are opposed to such a change, and where it has been demonstrated that disadvantages would arise. On the other hand there is no gainsaying the need to bring into one county with the town of Newmarket the whole of the racecourses and the training establishments and stud farms. In achieving this aim it would disturb far fewer people to add the relevant parts of Newmarket rural district to West Suffolk than to transfer Newmarket urban district to Cambridgeshire. This means adding to West Suffolk parts of the parishes mentioned to the west and south of Newmarket, but not going so far to the south-east as we suggested in our draft proposals. There are other reasons for adding the most northerly part of these parishes to West Suffolk. First, there is substantial housing which has spread over the urban district boundary in two places in Cheveley and Woodditton parishes. Secondly, some 60 secondary school children and 40 primary school children in this area are educated in Newmarket schools. To the north we now envisage no more than adding to West Suffolk the village of Kennett which is substantially a continuation of the village of Kentford in West Suffolk and adopting the north side of the Norwich trunk road as a convenient new boundary, for at present this road reverts to Cambridgeshire for a short stretch after it leaves Newmarket and before it re-enters West Suffolk.

327. We accordingly propose to add to the county of West Suffolk most of the parish of Kennett, large parts of the parishes of Cheveley, Woodditton,

Stretchworth and Swaffham Prior, and parts of the parishes of Chippenham, Snailworth, Burwell, Swaffham Bulbeck, Dullingham and Ashley in Newmarket rural district. This would transfer 10,960 acres, a population of 2,500 and a rateable value of £55,800. (See Map No. 1, part 19.)

BOUNDARY BETWEEN EAST SUFFOLK AND WEST SUFFOLK

RICKINGHALL INFERIOR

328. The existing boundary between East and West Suffolk zig-zags through the three adjoining villages of Rickinghall Inferior, Rickinghall Superior and Botesdale. The two county councils agreed that the three villages ought all to be together in one county, but since in none of them were the inhabitants willing to change to another county, they suggested that the right remedy was to transfer part of the parish of Rickinghall Inferior from West to East Suffolk, as this would involve disturbing under 200 people, whereas the alternative transfer of parts of the parishes of Rickinghall Superior and Botesdale from East Suffolk would involve disturbing 820 people. The county councils also agreed that a very small part of Redgrave parish in Hartismere rural district should be transferred from East to West Suffolk, to give a better defined boundary.

329. We adopted the agreed line, with minor modifications, in our draft proposals. Our suggestion for the three villages was welcomed by Hartismere Rural District Council and Rickinghall Superior Parish Council, who told us that 35 per cent to 40 per cent of the people in the parishes were not aware in which county they lived, but opposed by Thedwastre Rural District Council, Rickinghall Inferior Parish Council, the West Suffolk Parish Councils Association and the Bury St. Edmunds Ratepayers' Association. It was not denied that the three villages ought to be all in one county or that what was suggested involved disturbing fewer people, but it was contended that the villages looked to Bury St. Edmunds rather than to Ipswich, as was plain from the fact that a local bus company provided a service three times a day to Bury St. Edmunds and a service only once a week to Ipswich.

330. It is accepted all round that a change is needed to put the three villages all in one county, and in default of agreement among the district and parish councils we consider that the right course is as originally suggested by the county councils to adopt the boundary that will disturb fewer people.

331. We accordingly propose to transfer a part of the parish of Rickinghall Inferior in Thedwastre rural district to East Suffolk, and a very small part of Redgrave parish in Hartismere rural district to West Suffolk. (See Map No. 1 part 11.)

OTHER AREAS

332. We propose several other alterations to this boundary, all of which have been agreed or accepted by the authorities concerned. The main alterations are the transfer from West to East Suffolk of parts of the parishes of Wattisham and Nedging-with-Naughton, to bring practically the whole of Wattisham airfield within East Suffolk, where the main part already is, and

to straighten out the boundary, and the transfer from East to West Suffolk of the parish of Shelley, which at present forms a projection into West Suffolk, complicating road maintenance for both county councils. To facilitate road maintenance we also propose two small adjustments between Westhorpe in East Suffolk and Walsham-le-Willows in West Suffolk. (See Map No. 1 parts 11 to 13.)

BOUNDARY BETWEEN ESSEX AND WEST AND EAST SUFFOLK

LISTON/LONG MELFORD

333. The county boundary between Essex and West Suffolk here follows an old course of the Stour and divides the chemical works of Messrs. Stafford Allen and Sons Limited, which lie on the south bank of the present course of the river. The county councils agreed that to save the firm from having to deal with two rating authorities, the works ought all to be in one county, but they did not agree which. West Suffolk County Council suggested that in view of the firm's close links with Long Melford, from which nearly all their work people came, the works ought to be in West Suffolk, and the firm themselves preferred this. Essex County Council argued that the boundary ought to be here as elsewhere the existing course of the Stour, which would put the whole works in Essex. In our draft proposals we suggested altering the boundary so as to put the works wholly in West Suffolk, in view of the firm's links with Long Melford.

334. West Suffolk County Council and Melford Rural District Council maintained their support of this suggestion on the grounds: (a) for most of the firm's 65 years, before recent expansions, the works were wholly in Suffolk, (b) only 18 of the firm's 307 work people lived outside Suffolk, (c) about 120 of them lived in council houses in Melford rural district or Sudbury borough, (d) the firm wanted to stay in West Suffolk, and (e) most of the firm's heavy traffic came by the main road through Long Melford.

335. Essex County Council and Halstead Rural District Council urged: (a) the Stour was a good natural boundary, used for over 40 miles, (b) when the firm's projected extensions were completed more than half of the works would be in Essex, and (c) the one local government service that concerned the firm was the highways system, and the only way to the works was from the south along roads maintained and being improved by Essex County Council.

336. It is quite true that the only route to the works is from the south along Essex roads, even for traffic which has come through Long Melford. As Essex County Council have already acquired land to improve the roads leading to the factory and expect to carry out other works of improvement later, and as the factory is likely to extend southwards, we think that they have fairly made out a case for adopting at this point the traditional boundary of the Stour.

337. We accordingly propose to transfer a very small part of the parish of Long Melford in Melford rural district to the county of Essex. (See Map No. 1 part 16.)

OTHER AREAS

338. We also propose a number of other alterations, all of which are agreed by the authorities concerned. Most of these are realignments of the boundary to the centre line of the Stour. The remainder, which are in the Haverhill and Sudbury areas, are designed to produce a better defined boundary or to facilitate road maintenance. (See Map No. 1 parts 13 to 18.)

BOUNDARY BETWEEN NORFOLK AND WEST AND EAST SUFFOLK

BRANDON AREA

339. The Brandon area of West Suffolk is notable for a Romano-British survival after the invasion of the East Angles. The Romano-Britons remained sufficient of a force to induce the Wuffingas, a royal family who brought all the East Angles under their sway, to claim descent not only from Woden but also from Caesar.

340. The existing boundary between Norfolk and Suffolk to the north of the parish of Brandon follows the Little Ouse for the most part but loops northwards to take in part of the built-up area of the town of Brandon. Here the boundary crosses development around Brandon railway station. West Suffolk and Norfolk county councils suggested a new boundary to bring all this development into West Suffolk, and we adopted this new line in our draft proposals.

341. Brandon Parish Council objected that ever since 1920, when the Little Ouse boundary had been adjusted to take account of development which had taken place since Saxon and Norman times but had still left the railway station in Norfolk, Brandon had been unfairly treated. Brandon was intended to take in 2,000 people to relieve congestion in London. West Suffolk County Council proposed that land to the south of the town should be allowed for industry, but this would result in the town's becoming even more distorted, for the latest development was already over a mile from the High Street, the main shopping street. It was land to the north of the station that ought to be allocated for industry, and so this area too ought to be brought into West Suffolk.

342. Everybody else opposed this contention. West Suffolk County Council stated that they had prepared a town map for Brandon and had made adequate provision in it for industry as well as housing. Mildenhall Rural District Council added that the planning position had been thoroughly examined, and to allocate for industry the site desired by the parish council would result in traffic to and from the factories having to pass through the High Street, a disadvantage that would not be present if the site to the south of the town were used instead. Norfolk County Council, Swaffham Rural District Council and Weeting with Broomhill Parish Council also urged us to adhere to the line agreed between the county councils.

343. The case for transferring more land from Norfolk to West Suffolk depends on Brandon Parish Council's contention that a site to the north of the station ought to be allocated for industry. As this contention is rejected by the planning authority, West Suffolk County Council, who are

allocating another site, the parish council's case must be accounted not well founded.

344. We accordingly propose, as in our draft proposals, that a small part of Weeting with Broomhill parish in Swaffham rural district be transferred to the county of West Suffolk. (See Map No. 1 part 7.)

OTHER AREAS

345. With the agreement of the authorities concerned, we propose that the whole of the boundary between West Suffolk and Norfolk should be aligned along the centre of the Little Ouse, which is the traditional boundary, except for the departure at Brandon previously discussed and at Thetford where the river runs through the town. Similarly we propose that the whole of the boundary between East Suffolk and Norfolk should be aligned along the centre of the Waveney, except in the neighbourhood of Great Yarmouth, which is dealt with in Chapter VI. (See Map No. 1 parts 6 to 9.)

CHAPTER X

The Counties of Suffolk

DESCRIPTION OF AREA

346. The geographical county of Suffolk comprises the administrative counties of West Suffolk, with a present population of 139,450, and of East Suffolk with a population of 241,290 and the county borough of Ipswich with a population of 120,120. It is still primarily an agricultural county dependent upon high quality soils, with well managed and highly mechanised farms and industries which are directly or indirectly dependent upon arable agriculture. The fishing and general cargo ports and the small holiday resorts on the North Sea coast make little impact on the life of the county as a whole. The southern fringes of Suffolk are being increasingly affected by influences reaching out from Greater London; signs of this are, for instance, the conclusion of agreements for schemes of overspill reception, and the influx of those wishing to escape from the pressures of London overnight, at week-ends or on retirement to homes deep in the country or on the coast. Main lines of good road or rail communication radiate through the area from London to Ipswich and Yarmouth or to Newmarket and Norwich. East-west communications are less convenient and, according to the outlook and objective of the traveller, combine either the charm of country lanes and market towns or the frustration of dangerous bends and level crossings. In 1888 the Local Government (England and Wales) Bill originally provided for a single administrative county of Suffolk, but after listening to arguments advanced for a separate county of West Suffolk, the Government declared their neutrality, both the President of the Local Government Board in the House of Commons and the Prime Minister and Foreign Secretary in the House of Lords avowing themselves personally convinced by the case for a separate West Suffolk. An amendment in the House of Commons creating two counties of Suffolk was defeated by a majority of 27, but a similar amendment in the House of Lords was carried by a majority of 39.

VIEWS OF THE COUNTY COUNCILS

347. The West Suffolk County Council stated that they had explored the desirability of amalgamating West Suffolk with some neighbouring county and in particular with East Suffolk. West Suffolk was, however, a peculiarly convenient unit of county administration, with an ideal centre at Bury St. Edmunds. Its present population, even without the future increase envisaged, fully justified the employment of highly qualified professional staff and the provision of specialist services, and its financial position was such that there would be no difficulty in financing the future development of such services. Considering the convenience of the present administrative county, they did not think that an amalgamation with East Suffolk would lead to any economy, and even supposing, purely for the sake of argument, that a combined county would be able to provide special services that could not be provided by the

two counties separately, the very considerable inconvenience both to members of the public and to members of the council in the event of a combined county would far outweigh any administrative advantage that might accrue.

348. The East Suffolk County Council said that they did not wish to suggest any major changes in the area or status of East Suffolk.

DRAFT PROPOSALS

349. We indicated in our statement of draft proposals that we had given detailed consideration to the circumstances of West Suffolk and the services provided by the county council, a study in which we had had full assistance from the council and their officers. Our main concern had been to consider whether a county of this small size and limited resources could provide fully effective services both now and in the future. Until a few years ago West Suffolk had not been so active in the development of its social services as many other counties, but a notable change had occurred in recent years and there was ample evidence of forward-looking plans and steady development of services under a lively authority. Yet West Suffolk did present a problem. The present population limited, for example, the extent to which, or the economy with which, provision could be made by the council for groups of children or adults with special needs.

350. We recognized that there were some handicaps so rare that they could be dealt with only on a regional or even national basis, but there were many that ought to be, and were, looked after by most counties through their own staff in their own institutions. The whole trend of recent thinking was to throw more and more responsibility upon counties and county boroughs for the care of the less fortunate in mind, body or estate. But to do so efficiently and economically was a practical impossibility if there was only a handful of each class within the authority's area; and in our view if West Suffolk's population were to remain static, the county council would shortly find themselves forced to make joint arrangements on a scale which would in itself suggest that a union of counties was desirable, and all the more so if the union were of two parts of a single geographical county with such close affinities.

351. It was clear, however, that a very substantial increase in the population of West Suffolk was likely to come about in the next 20 years. The county council had plans for receiving some 40,000 people from the Greater London area; these plans were in various stages, the scheme at Haverhill being the most advanced. These planned overspill schemes, together with natural increase and people coming to live in the county on their own initiative, were expected to bring the population up to 190,000 by 1981 and this process was likely to continue.

352. We had considered whether rising standards in services such as education and a rapid influx of population in overspill schemes from London would strain the county finances. The county precept in recent years had been well below county average and the county council estimated that in 1971 it would not have risen substantially, assuming present price levels. This estimate might well be too optimistic, but even supposing the county precept

to rise to an average level or rather above, that should not prevent the council from carrying out their plans.

353. We noticed that East Suffolk was also one of the smaller counties, although at present substantially larger than its neighbour. For most purposes it could and did provide effective services, but as compared with counties of medium size it must have and would increasingly have problems arising from its smaller population. Counties both at present and still more in the future were and would be responsible for small groups of people with highly specialised needs that could be adequately met only if the case-loads of each group were sufficiently large to warrant specialised staff and institutions, and the county had enough money to pay for them. In our view even East Suffolk might experience some difficulty. So far as convenience was concerned, the north-eastern part of the county was about fifty miles from Ipswich, the county town, but the roads were good and the distance was no greater than that accepted as reasonable in many counties.

354. We had therefore considered the points for and against proposing an amalgamation of East and West Suffolk to make an administrative county with a present population of 380,740 which was expected to rise to about 415,000 in 1971 and 440,000 in 1981. In favour of such a course it could be argued that larger numbers would bring the strengthening mentioned so often in our reports and confirmed from our study of different areas. It would enable higher-paid posts to be offered to senior officers and would give those in the middle grades a better career structure. It would result in a variety of institutions for different types of case, and more team-work in the field. It would effect some saving of administrative costs. And, after all, East and West Suffolk were one geographical county and many bodies had found it convenient to have a single organisation to deal with both.

355. Against such a course it could be argued that there would be loss of convenience, particularly (assuming that Ipswich would be the county town) to the western and southern parts of West Suffolk—a loss which would be felt all the more because Bury St. Edmunds was at the hub of its county, and there would be some loss of the intimate character of the administration at Bury, where there was good contact and co-operation between the different parts of each service, there being no divisional organisation. Moreover, East Suffolk County Council had not asked for amalgamation and West Suffolk County Council vigorously opposed it.

356. We did not find ourselves sufficiently convinced of the desirability of the amalgamation to put it forward in our draft proposals, but we suggested that the possibility should be carefully examined and discussed at the conference.

REACTIONS TO DRAFT PROPOSALS

357. West Suffolk County Council, with the support of the Bury St. Edmunds and Sudbury borough councils, the Haverhill and Newmarket urban district councils and the West Suffolk County Branch of the Rural District Councils Association (who spoke at the conference on behalf of the Clare, Cosford, Melford, Mildenhall, Thedwastre and Thingoe rural district councils), strongly

opposed an amalgamation of their county with East Suffolk as sweeping away a lively and expanding unit of local government, which was functioning to the satisfaction of its people, and replacing two efficient and convenient units by a combined county with a scattered population, no suitable administrative centre and indifferent inter-communications, which even then would not be large enough to justify the very limited kind of specialist provision alluded to in our draft proposals.

358. In emphasizing the drawbacks of a combined county, they pointed out that the bulk of the population in East Suffolk lived in the coastal area, whereas the towns in West Suffolk were all on the periphery apart from Bury St. Edmunds itself. The distances involved and the poor communications would make it hard for a combined county to have any cohesion. Haverhill, for instance, was 65 miles from Lowestoft, which was the same distance as from Haverhill to Tunbridge Wells. If the headquarters of the combined county were at Ipswich, as they certainly would be, this would be awkward for the bulk of the West Suffolk population. Admittedly people in East Suffolk had now to journey to Ipswich from as far away as Lowestoft, but the long journey from Lowestoft was made easy by the good road running from north to south, whereas journeys to Ipswich from most of the western part of West Suffolk were very different. One regrettable result of having new county headquarters at Ipswich would be to confine county council representation for West Suffolk to the elderly and retired, for an active farmer or businessman in West Suffolk could afford to spend a morning or afternoon at the Shire Hall in Bury St. Edmunds and devote the rest of the day to his own business, but many of the younger members of the present council would not be able to spend the time for council work in Ipswich.

359. To set against the inconvenience of an amalgamation there would be little or no financial benefit, for the two county treasurers had studied the question of savings in a combined county, and had reported that on the most sanguine calculations any savings would be quite marginal, about a farthing rate on the current assessments. It should also be borne in mind that the county council were working hard at the expansion schemes designed to bring 40,000 people into West Suffolk by 1981. The London County Council had agreements with Bury St. Edmunds and Haverhill, and had approved in principle agency agreements with Sudbury and Melford, and with Mildenhall rural district. Discussions were also proceeding with both Newmarket and Hadleigh. This expansion would greatly strengthen both the population and the economic potential of the county. Indeed in the county council's opinion the estimate of a population of 190,000 by 1981 was too low, and ought to be raised to 217,000. The South East Study being prepared by the Ministry of Housing and Local Government made it clear that a vast number of people would have to be housed in South-East England, and the movement of people to the Stour Valley was already noticeable.

360. The county council had naturally examined and discussed with the East Suffolk County Council the question put by us whether a combined county could provide certain specialist institutions and specialist staff for the small groups with highly specialised needs, but in a sparsely populated area like East Anglia the provision of such institutions could only be achieved satisfactorily by joint arrangements between the three counties and Norwich and

Ipswich. The West Suffolk County Council were going to invite the other authorities to undertake a joint review of the need for specialist institutions. As for specialist staff, they were not aware of any class of staff that they could not provide, but they would review the position with East Suffolk to see whether there was a case for the joint employment of certain specialist staff which neither felt justified in employing separately.

361. The East Suffolk County Council told us that two years previously their view had been that there would be no disadvantage in a united Suffolk, if we should put forward such a proposal, but after further discussion and deeper investigation into the advantages and disadvantages they now entirely supported the militant case against amalgamation put up by the West Suffolk County Council. They were however ready to join in discussions with them on sharing certain institutions and the like.

362. Wainford Rural District Council said that they opposed the amalgamation not only because neither Ipswich nor Bury St. Edmunds would be a convenient administrative centre for all Suffolk but also because East Suffolk as a maritime county was different in character from West Suffolk which was predominantly agricultural.

363. Similar arguments against amalgamation were advanced by the West Suffolk Parish Councils Association, the East Suffolk Parish Councils Association, the West Suffolk Executive Council, the Bury St. Edmunds Rate-payers' Association, the Country Landowners Association, the Suffolk Federation of Labour Parties, and the National Federation of Business and Professional Women's Clubs of Great Britain and Northern Ireland. The National Union of Teachers stated that their East Suffolk association saw little advantage to education in East Suffolk from the amalgamation, and their West Suffolk association were strongly opposed to it.

RECONSIDERATION OF DRAFT PROPOSALS

364. Two important new points emerged in the discussion of the amalgamation, the likelihood of the population of West Suffolk increasing even more rapidly than had previously been expected, and the readiness of the West Suffolk County Council to examine with the other East Anglian authorities the joint provision of specialist institutions and to examine with the East Suffolk County Council the joint employment of certain specialist staff, such as specialist advisers in the education service. For the rest the arguments were mainly a lively reiteration of the convenience both to county councillors and to members of the public of having an administrative county with county offices in its very centre at Bury St. Edmunds where people tended to go frequently for business or shopping, and the inconvenience of having to go from West Suffolk to Ipswich, which it was generally accepted would have to be the site of the offices of a combined county. No importance was attached so far as concerned the amalgamation to the net effect of our various proposals for altering the county boundaries, which in their final form would mean a slight loss to East Suffolk, leaving its area at 544,800 acres, its population at 237,000 and its rateable value at £6,640,000, and a slight gain to West Suffolk, giving it an area of 402,300 acres, a population of 142,000 and a rateable value of £3,610,000. (For details see Appendix 1.)

365. As we remarked at the opening of the conference, we have been impressed, as we have journeyed up and down the country, by the insistence of those whose counties have large populations, that large populations are essential to enable them to maintain their level of services, and that reduced representation and longer journeys for councillors are, in comparison with that, of little importance. At first sight it may seem strange that Suffolk should find the idea of unification as unacceptable as Norfolk would find the idea of division. And so far as convenience of travelling is concerned, it is not irrelevant to observe that there is but one local valuation panel area for East and West Suffolk and Ipswich, while Norfolk with Norwich and Great Yarmouth comprises an eastern and western panel area. Admittedly the roads from Lowestoft to Ipswich are better than the roads from the western part of West Suffolk to Ipswich, but a combined county council might improve these roads. We do not think, therefore, that a combined county would be intolerably inconvenient, though we accept that amalgamation would destroy something of real value in West Suffolk, viz.: a county centre which not only is at the hub of seven Class A roads, the longest stretch of which has only 25 miles in the county, but also is sited in a cathedral town which has the character and quality of a county town.

366. On the other hand, the drawbacks resulting from the smallness of the population are likely to be remedied in considerable measure by a rapid increase in the population of West Suffolk and, in the meantime, by the readiness of its council to share specialist institutions and staff with neighbours where this is desirable. The South East Study shows agreed schemes of town expansion at Mildenhall and Sudbury, which were mentioned at the conference, as well as schemes in progress at Bury St. Edmunds and Haverhill. Apart from these planned schemes it is likely that many more people will move to West Suffolk spontaneously from various areas. As regards the county council's revised estimate of a total population of 217,000, this goes somewhat beyond the figures of planned and spontaneous overspill in Table VI of the South East Study, but we think it by no means impossible, and if it is not attained by 1981, it will probably be attained not long after.

367. While, therefore, we consider that it would not be out of the question to have a single administrative county of Suffolk like the county of Norfolk, it does not seem to us that the positive advantages of amalgamation are clear enough to warrant the disturbance of West Suffolk, which is a compact, growing, well-centred and well-administered county, in the absence of a strong body of local opinion resolved to accept the upset and any inconveniences resulting from the amalgamation. In fact opinion in West Suffolk seems strongly against the amalgamation, while in East Suffolk there is no enthusiasm for it and considerable hostility to it.

368. We therefore make no proposal for amalgamating East and West Suffolk.

Appendix 1
(Ch. I, para. I)

TABLE I

Area, Population and Rateable Value of Existing and Proposed Local Government Areas, 1964

Local Government Areas	Acreage	Population	Rateable Value	Rateable Value per Head	Penny Rate Product
<i>Administrative Counties</i>			£	£ s. d.	£
<i>Lincoln—Parts of Holland</i>					
Existing	267,847	104,530	2,758,247	26 8 0	11,206
<i>Lincoln—Parts of Kesteven</i>					
Existing	462,100	143,920	3,797,279	26 8 0	15,276
<i>Lincoln—Parts of Holland and Kesteven</i>					
Proposed	725,000	237,000	6,235,000	26 6 0	25,100
<i>Lincoln—Parts of Lindsey</i>					
Existing	961,038	348,510	14,488,175	41 11 0	59,649
Proposed	958,600	314,000	13,175,000	41 19 0	54,250
<i>Norfolk</i>					
Existing	1,302,503	400,490	10,901,093	27 4 0	43,829
Proposed	1,288,000	409,000	11,780,000	28 16 0	47,350
<i>East Suffolk</i>					
Existing	547,397	241,290	6,754,467	28 0 0	27,121
Proposed	544,800	237,000	6,640,000	28 0 0	26,650
<i>West Suffolk</i>					
Existing	390,917	139,450	3,565,012	25 11 0	14,790
Proposed	402,300	142,000	3,610,000	25 8 0	15,000
<i>County Boroughs</i>					
<i>Great Yarmouth</i>					
Existing	3,689	52,720	2,257,613	42 16 0	9,130
Proposed	—	—	—	—	—
<i>Grimsby</i>					
Existing	5,882	95,300	3,503,540	36 15 0	13,685
Proposed	8,700	130,000	4,800,000	36 18 0	18,750
<i>Ipswich</i>					
Existing	9,957	120,120	4,989,479	41 11 0	20,150
Proposed	10,700	121,000	5,030,000	41 11 0	20,300
<i>Lincoln</i>					
Existing	7,518	77,180	2,564,237	33 4 0	10,046
Proposed	13,100	90,000	2,925,000	32 10 0	11,450
<i>Norwich</i>					
Existing	8,141	119,150	5,155,203	43 5 0	21,200
Proposed	14,100	161,000	6,495,000	40 7 0	26,700

TABLE II
*Area, Population and Rateable Value of County Boroughs
 as proposed, 1964*

	Acreage	Population	Rateable Value	Rateable Value per Head	Penny Rate Product
<i>Grimsby C.B.</i>			£	£ s. d.	£
Existing C.B.	5,882	95,300	3,503,540	36 15 0	13,685
<i>Gain from:-</i>					
Cleethorpes M.B.	1,902	33,000	918,000		
Grimsby R.D.	913	1,280	380,000		
Total gain	2,815	34,280	1,298,000		
Proposed C.B.	8,700	130,000	4,800,000	36 18 0	18,750
<i>Ipswich C.B.</i>					
Existing C.B.	9,957	120,120	4,989,479	41 11 0	20,150
<i>Gain from:-</i>					
Deben R.D.	591	1,100	35,500		
Samford R.D.	117	200	3,340		
Total gain	708	1,300	38,840		
Proposed C.B.	10,700	121,000	5,030,000	41 11 0	20,300
<i>Lincoln C.B.</i>					
Existing C.B.	7,518	77,180	2,564,237	33 4 0	10,046
<i>Gain from:-</i>					
Welton R.D.	635	730	18,500		
North Kesteven R.D.	4,905	12,200	340,000		
Total gain	5,540	12,930	358,500		
Proposed C.B.	13,100	90,000	2,925,000	32 10 0	11,450
<i>Norwich C.B.</i>					
Existing C.B.	8,141	119,150	5,155,203	43 5 0	21,200
<i>Gain from:-</i>					
St. Faith's and Aylsham R.D.	2,844	24,450	822,000		
Blofield and Flegg R.D.	903	9,400	312,830		
Forehoe and Henstead R.D.	2,260	7,700	204,610		
Total gain	6,007	41,550	1,339,440		
Proposed C.B.	14,100	161,000	6,495,000	40 7 0	26,700

TABLE III

*Area, Population and Rateable Value of Administrative Counties
as proposed, 1964*

	Acreage	Population	Rateable Value	Rateable Value per Head	Penny Rate Product
<i>Lincoln—Parts of Holland</i> Existing administrative county	267,847	104,530	£ 2,758,247	£ s. d. 26 8 0	£ 11,206
<i>Loss to:</i> Huntingdon/ Peterborough	250	3	30		
Administrative county as reduced	267,597	104,527	2,758,217		
<i>Lincoln—Parts of Kesteven</i> Existing administrative county	462,100	143,920	3,797,279	26 8 0	15,276
<i>Loss to:</i> Lincoln C.B.	4,905	12,200	340,000		
<i>Gain from:</i> Lincoln—Parts of Lindsey Huntingdon/ Peterborough	19	14	50		
272	400	20,000			
Total net loss from Lincolnshire and East Anglia General Review Area proposals	4,614	11,786	319,950		
Total net loss from East Midlands General Review Area proposals	84	40	1,500		
Total net loss from all proposals	4,698	11,826	321,450		
Administrative county as reduced	457,402	132,094	3,475,829		
<i>Lincoln—Parts of Holland and Kesteven, as proposed</i>	725,000	237,000	6,235,000	26 6 0	25,100
<i>Lincoln—Parts of Lindsey</i> Existing administrative county	961,038	348,510	14,488,175	41 11 0	59,649
<i>Loss to:</i> Grimsby C.B.	2,815	34,280	1,298,000		
Lincoln C.B.	635	730	18,500		
Lincoln—Parts of Kesteven	19	14	50		
Total loss from Lincolnshire and East Anglia General Review Area proposals	3,469	35,024	1,316,550		
Total net gain from York and North Midlands General Review Area proposals	1,050	135	4,200		
Total net loss from all proposals	2,419	34,889	1,312,350		
Administrative county as proposed	958,600	314,000	13,175,000	41 19 0	54,250

TABLE III (*continued*)

	Acreage	Population	Rateable Value	Rateable Value per Head	Penny Rate Product
<i>Norfolk</i>			£	£ s. d.	£
Existing administrative county	1,302,503	400,490	10,901,093	27 4 0	43,829
<i>Loss to:</i>					
Norwich C.B.	6,007	41,550	1,339,440		
Cambridgeshire / Isle of Ely	14,093	6,320	119,820		
East Suffolk	45	15	150		
West Suffolk	197	100	3,800		
<i>Gain from:</i>					
Great Yarmouth C.B. ..	3,689	52,720	2,257,613		
Cambridgeshire / Isle of Ely	489	150	650		
East Suffolk	1,592	3,205	84,910		
West Suffolk	110	—	—		
Total net loss/gain	-14,462	+8,090	+879,963		
Administrative county as proposed	1,288,000	409,000	11,780,000	28 16 0	47,350
<i>East Suffolk</i>					
Existing administrative county	547,397	241,290	6,754,467	28 0 0	27,121
<i>Loss to:</i>					
Ipswich C.B.	708	1,300	38,840		
Essex	5	—	—		
Norfolk	1,392	3,205	84,910		
West Suffolk	990	60	1,340		
<i>Gain from:</i>					
Norfolk	45	15	150		
West Suffolk	656	215	9,650		
Total net loss	2,594	4,335	115,290		
Administrative county as proposed	544,800	237,000	6,640,000	28 0 0	26,650
<i>West Suffolk</i>					
Existing administrative county	390,917	139,450	3,565,012	25 11 0	14,790
<i>Loss to:</i>					
Essex	191	—	6,400		
East Suffolk	656	215	9,650		
Norfolk	110	—	—		
<i>Gain from:</i>					
Cambridgeshire / Isle of Ely	10,960	2,460	55,800		
Essex	183	10	420		
East Suffolk	990	60	1,340		
Norfolk	197	100	3,800		
Total net gain	11,373	2,415	45,310		
Administrative county as proposed	402,300	142,000	3,610,000	25 8 0	15,000

NOTES:

For existing local authorities:

Acres are from the 1961 Census, populations from the Registrar-General's published estimates for mid-1964 and rateable values and penny rate products are from Rates and Rateable Values in England and Wales, 1964-65 (published by H.M.S.O. for the Ministry of Housing and Local Government, 1964).

For proposed local authorities:

Figures are, as far as possible, derived from the same sources. Where only part of an existing authority is included in a proposed unit the best estimates have been made without consultation with the authorities concerned, using, where possible, figures supplied by authorities either in their original submissions or in representations on our draft proposals.

For this reason totals for all proposed authorities have been rounded. Estimated areas are to the nearest 100 acres, populations to the nearest 1,000 persons, rateable values to the nearest £5,000, rateable values per head to the nearest shilling and penny rate products to the nearest £50. They are not necessarily precise within these limits.

In Table III figures of the effect of previously published proposals in other review areas have been revised to 1964 date where necessary.

Appendix 2

(*Chapter I, Para. 5*)

National and local bodies invited to submit views on the organisation of local government in the Lincolnshire and East Anglia General Review Area

NATIONAL BODIES

Association of British Chambers of Commerce

Association of University Teachers

Automobile Association

British Association of Residential Settlements

British Medical Association

British Red Cross Society

British Transport Commission

Church Commissioners

Civic Trust

Commons, Open Spaces and Footpaths Preservation Society

Co-operative Union Limited

Council for the Preservation of Rural England

Eastern Regional Advisory Committee—T.U.C.

Electrical Association for Women

Federation of British Industries

Incorporated Association of Assistant Masters

Incorporated Association of Assistant Mistresses

Incorporated Association of Headmasters

Incorporated Association of Headmistresses

Institute of Civil Engineers

Institute of Community Studies

Institute of Highway Engineers

Institute of Housing

Institute of Sewage Purification

Institute of Traffic Administration

Institute of Transport

Library Association

Magistrates Association

Mothers Union

Multiple Shops Federation

National and Local Government Officers Association

National Chamber of Trade

National Council of Family Case Work Agencies

National Council of Women of Great Britain

National Farmers Union

National Federation of Housing Societies
National Federation of Women's Institutes
National Housing and Town Planning Council
National League of the Blind
National Playing Fields Association
National Society for the Prevention of Cruelty to Children
National Trust
National Union of Manufacturers
National Union of Public Employees
National Union of Teachers
National Union of Townswomen's Guilds

Queen's Institute of District Nursing

Retail Distributors Association
Royal Automobile Club
Royal College of Midwives
Royal College of Nursing
Royal Institute of British Architects
Royal Institute of Public Administration
Royal Institute of Public Health and Hygiene
Royal Institution of Chartered Surveyors
Royal National Institute for the Blind

St. John Ambulance Brigade

Town and Country Planning Association
Town Planning Institute

Women's Gas Federation
Women's Voluntary Service for Civil Defence
Workers Educational Association

Young Men's Christian Association
Young Women's Christian Association

LOCAL BODIES

Eastern Counties Federation of Trades Councils
Eastern Electricity Consultative Council
Eastern Gas Consultative Council
Eastern Region—National Council of Social Service
Eastern Traffic Commissioners
East Suffolk and Norfolk River Board
East Suffolk Association of Parish Councils
East Suffolk County Blind Association
East Suffolk County Executive Council

Felixstowe and District Water Company

Grantham Waterworks Company
Great Ouse River Board

Great Yarmouth and District Trades Council
Great Yarmouth Executive Council
Great Yarmouth Old People's Welfare Committee
Great Yarmouth Port and Haven Commissioners
Great Yarmouth Waterworks Company
Grimsby and Cleethorpes Transport Joint Committee
Grimsby Executive Council
Grimsby Trades Council

Holland Association of Parish Councils
Holland Blind Society
Holland (Lincs.) Executive Council
Horncastle Waterworks Company

Ipswich Blind Society
Ipswich Council of Social Service
Ipswich and District Trades Council
Ipswich Dock Commission
Ipswich Executive Council

Kesteven Association of Parish Councils
Kesteven Community Council
Kesteven (Lincs.) Executive Council

Lincoln and District Trades Council
Lincoln Executive Council
Lincolnshire Agricultural Society
Lincolnshire River Board
Lindsey Association of Parish Councils
Lindsey Blind Society
Lindsey Executive Council
Lindsey and Holland Rural Community Council
Lowestoft Water Company

Midland Region—National Council of Social Service

Newmarket Waterworks Company Limited
Norfolk County Association of Parish Councils
Norfolk County Old People's Welfare Committee
Norfolk Executive Council
North East Lincolnshire Water Board
North Lindsey Water Board
North Midlands Federation of Trades Councils
North Midlands Regional Advisory Committee—T.U.C.
Norwich Executive Council
Norwich Division (Sheringham District)—Eastern Gas Board
Norwich Old People's Welfare Committee
Norwich Trades Council

Royal Midland Blind Institution
Royal Norfolk Agricultural Association

Stamford and District Trades Council
Suffolk Mission to the Deaf and Dumb
Suffolk Rural Community Council

Tendring Hundred Waterworks Company

Welland River Board
West Suffolk Association of Parish Councils
West Suffolk Executive Council

Appendix 3

(*Chapter I, Para. 5*)

Local Authorities and Bodies who made Suggestions and Representations

County Councils

Cambridgeshire	Lincoln—Parts of Kesteven
East Suffolk	Lincoln—Parts of Lindsey
Essex	Norfolk
Lincoln—Parts of Holland	West Suffolk

County Borough Councils

Great Yarmouth	Lincoln
Grimsby	Norwich
Ipswich	

Borough Councils

Bury St. Edmunds	Stamford
Cleethorpes	Sudbury
Grantham	Thetford
Louth	Wisbech
Lowestoft	

Urban District Councils

Alford	Newmarket
Bourne	Skegness
Felixstowe	Sleaford
Hadleigh	Woodbridge
Haverhill	Woodhall Spa

Rural District Councils

Barnack	Loddon
Blofield and Flegg	Lothingland
Boston	Louth
Caistor	Marshland
Clare	Melford
Cosford	Mildenhall
Deben	North Kesteven
Depwade	St. Faith's and Aylsham
Downham	Samford
East Elloe	South Kesteven
East Kesteven	Spalding
Forchoe and Henstead	Spilsby
Gipping	Swaffham
Glanford Brigg	Thedwastre
Grimsby	Thingoe
Halstead	Wainford
Horncastle	Welton
Isle of Axholme	West Kesteven

Parish Councils and Parish Meetings

Barnby	Humberston
Blundeston	Immingham
Bradley	Kessingland
Bramford	Markshall
Brandon	Needham Market
Brooke	Nettleham
Burgh Castle	North Hykeham
Caister on Sea	Oulton
Caistor St. Edmund	Reydon
Catton	Rushmere St. Andrew
Corton	Shottesham
Frostenden	Skellingthorpe
Great Coates	Somerleyton
Greetwell	Sprowston
Healing	Stallingborough
Hellesdon	Thorpe St. Andrew
Henstead with Hulverstreet	Waltham
Hopton on Sea	Wangford
Horsford	Weelsby

Other Bodies

Bury St. Edmunds Ratepayers' Association

Catton Parochial Church Council

Catton—St. Margaret's Young Wives' Fellowship

Catton School Managers

Central Norfolk Constituency Labour Party

Community Council of Kesteven

Costessey District Branch—British Legion

Country Landowners Association

County of Lincoln Territorial and Auxiliary Forces Association

East Suffolk Association of Parish Councils

East Suffolk and Norfolk River Board

Great Grimsby Incorporated Chamber of Commerce and Shipping

Great Yarmouth Executive Council

Grimsby and Cleethorpes Joint Transport Committee

Grimsby Conservative Association

Grimsby and District Trades Council

Grimsby Executive Council

Grimsby Local Medical Committee

Hellesdon Branch—British Legion

Hellesdon Branch—Central Norfolk Conservative and Liberal Association

Hellesdon Community Centre

Hellesdon County Primary Schools (Managers)

Hellesdon Old Folks Club

Hellesdon Parochial Church Council

Hillesdon Secondary Modern School (Board of Governors)
Hillside Avenue County Primary School (Headmaster and staff)
Hillside Avenue County Primary School (Managers)
Holland Association of Parish Councils
Horsham St. Faiths Voluntary Controlled School (Managers)

Ipswich Executive Council
Isle of Ely Local Medical Committee

Joint Committee of the Four Secondary Associations

Kesteven Association of Parish Councils
Kesteven (Lincs.) Federation of Women's Institutes
King's Lynn Constituency Labour Party

Lincoln and District Trades Council
Lincoln Executive Council
Lincolnshire County Committee—National Union of Agricultural Workers
Lindsey Association of Parish Councils
Lowestoft and District Amenities Association

New Costessey Old Friends Club
New Costessey Women's Institute
Norfolk Agricultural Station
Norfolk County Association of the National Union of Teachers
Norfolk County Association of Parish Councils
Norfolk Farmers' Union
Norfolk and Norwich Association of Architects
Norfolk Teachers (Grammar, Secondary Modern and Primary Schools)
North East Lindsey Teachers Association
North and South Hykeham Village Produce Association
North Hykeham and District—Kesteven Association for the Welfare of the Physically Handicapped
North Hykeham Dramatic Society
North Hykeham Memorial and Playing Fields Association
North Hykeham Old Age Pensioners Club
North Hykeham Women's Institute
North Kesteven Grammar School (Board of Governors)
North Kesteven Grammar School (Parents—Staff Association)
North Norfolk Constituency Labour Party
Norwich Labour Party and Industrial Council
Norwich Trades Council
Nottingham, Derby and Lincoln Society of Architects

Old Catton Bowls Club
Old Catton Branch—British Legion
Old Catton Branch—Central Norfolk Conservative and Liberal Association
Old Catton Branch—Mothers Union
Old Catton Girl Guides
Old Catton Women's Institute
Old Catton—St. Christopher's Private School

Robert Pattinson School (Board of Governors)
Robert Pattinson School (Parent Teacher Association)

Sleaford Club—National Federation of Business and Professional Women's Clubs

South Norfolk Constituency Labour Party

South West Norfolk Constituency Labour Party

Sprowston Infant and Junior Schools (Managers)

Sprowston Secondary Modern School (Board of Governors)

Suffolk Rural Community Council

Thorpe Grammar School (Board of Governors)

Thorpe St. Andrew Residents Association

Thorpe St. Andrew Secondary Modern School (Board of Governors)

West Suffolk Association of Parish Councils

West Suffolk County Federation of Women's Institutes

West Suffolk Division—British Medical Association

West Suffolk Executive Council

West Suffolk Old People's Welfare Association

Yarmouth Constituency Labour Party

Appendix 4

(Ch. I, para. 6)

Local Authorities and Bodies who made Representations on our Draft Proposals

County Councils

Cambridgeshire	Lincoln—Parts of Lindsey
East Suffolk	Norfolk
Essex	Northamptonshire
Huntingdonshire	Rutland
Isle of Ely	Soke of Peterborough
Lincoln—Parts of Holland	West Suffolk
Lincoln—Parts of Kesteven	

County Borough Councils

Great Yarmouth	Lincoln
Grimsby	Norwich
Ipswich	

Borough Councils

Boston	Peterborough
Bury St. Edmunds	Stamford
Cambridge	Sudbury
Cleethorpes	Thetford
Grantham	Wisbech
Lowestoft	

Urban District Councils

Alford	Market Rasen
City of Ely	Newmarket
Gainsborough	Skegness
Haverhill	Sleaford
Horncastle	Spalding
Mablethorpe and Sutton	Woodhall Spa

Rural District Councils

Blofield and Flegg	Grimsby
Boston	Halstead
Caistor	Horncastle
Chesterton	Ketton
Clare	Loddon
Cosford	Lothingland
Deben	Marshland
Downham	Melford
East Elloe	Mildenhall
East Kesteven	Newmarket
Forehoe and Henstead	North Kesteven
Gainsborough	North Witchford
Gipping	Oundle and Thrapston

Samford	Thedwastre
Spalding	Thingoe
Spilsby	Wainford
South Cambridgeshire	Welton
South Kesteven	West Kesteven
St. Faith's and Aylsham	Wisbech
<i>Parish Councils and Parish Meetings</i>	
Ashley cum Silverley	Hough-on-the-Hill
Aubourn Haddington and South Hykeham	Immingham
Barrowby	Leadenham
Bassingham	Little Bytham
Beckingham	Long Bennington
Belton and Manthorpe	Marshland St. James
Billinghay	Metheringham
Boothby Graffoe	Navenby
Bracebridge Heath	Nettleham
Bradwell	New Waltham
Brandon	Nocton
Branston and Mere	North Hykeham
Buxton-with-Lammas	North Kyme
Canwick	North Scarle
Careby, Auby and Holywell	Old Catton
Carlton Scroop	Osbourneby
Castle Bytham	Outwell (Norfolk)
Caythorpe	Potterhanworth
Cheveley	Purdis Farm
Coleby	Reepham
Collyweston	Reydon
Colsterworth	Rickinghall Inferior
Costessey	Rippingale
Cranwell and Byard's Leap	Rushmere St. Andrew
Cranworth	Shotesham
Cringeford	Skellingthorpe
Drayton	Skillington
Eagle Swinethorpe	Spixworth
Easton-on-the-Hill	Sproughton
Emneth	Sprowston
Foston	Stoke Rochford
Fritton	Swaffham Prior
Great Coates	Swinderby
Great Gonerby	Terrington St. Clement
Great Hale	Terrington St. John
Hariaxton	Thorpe St. Andrew
Harmston	Thorpe-on-the-Hill
Heighington	Thurlby
Hellesdon	Tilney All Saints
Henstead	Tilney St. Lawrence
Horbling	Timberland
Horsham St. Faith and Newton St. Faith	Uffington
	Upwell (Isle of Ely)
	Upwell (Norfolk)

Waddington
Walpole St. Andrew
Walpole St. Peter
Walsoken
Wangford

Washingborough
Welbourn
West Walton
Wherstead

Other Bodies

Ashley Women's Institute

Boston and Holland Blind Society
Bracebridge Heath School (Staff)
Bury St. Edmunds Inner Wheel Club
Bury St. Edmunds Ratepayers Association

Cambridgeshire Branch—British Red Cross Society
Cambridgeshire Branch—Council for the Preservation of Rural England
Cambridgeshire Federation of Women's Institutes
Cambridgeshire, Huntingdonshire and Isle of Ely Community Council
Canwick Women's Institute
Central Norfolk Conservative and Liberal Association
Central Norfolk Constituency Labour Party
Central Norfolk Liberal Association
Chippenham Women's Institute
County Arts Club, Norwich
Cringleford (1st) Scout Group
Cringleford Voluntary Aided Church School (Managers)
Cringleford Women's Institute
Cringleford Young Wives Group

Downham and District Association—National Union of Teachers
Dunston Branch—Central Norfolk Constituency Labour Party

East Anglia District—Methodist Association of Youth Clubs
East Norfolk Division—British Medical Association
East Suffolk Parish Councils Association
Ely, Mildenhall and Newmarket Water Board

Fordham Day School (Managers)
Fordham Women's Institute
Fosseway County Primary School (Staff)

Gorleston Afternoon and Evening Townswomen's Guilds
Gorleston-on-Sea Chamber of Trade
Gorleston-on-Sea Ratepayers Association
Great Yarmouth Branch—Amalgamated Society of Painters and Decorators
Great Yarmouth Branch—Amalgamated Union of Operative Bakers, Confectioners and Allied Workers
Great Yarmouth Business and Professional Women's Club
Great Yarmouth Central Branch Women's Co-operative Guild
Great Yarmouth Central Townswomen's Guild

Great Yarmouth Chamber of Commerce
Great Yarmouth Civil Defence Social Club
Great Yarmouth Constituency Labour Party
Great Yarmouth and District Trades Council
Great Yarmouth and District Licensed Victuallers' Protection Association
Great Yarmouth Division—Norfolk Conservative Association
Great Yarmouth Conservative Association Women's Advisory Committee
Great Yarmouth Executive Council
Great Yarmouth and Gorleston Liberal Association
Great Yarmouth and Gorleston Local Medical Committee
Great Yarmouth and Gorleston Publicity Association
Great Yarmouth Inner Wheel Club
Great Yarmouth, Lichfield and Cobholm Ward Labour Association
Great Yarmouth Lions Club
Great Yarmouth Magdalen Ward Labour Association
Great Yarmouth Port and Haven Commissioners
Great Yarmouth Rotary Club
Great Yarmouth—St. Nicholas Ward Labour Association
Great Yarmouth Teachers Association (N.U.T.)
Great Yarmouth Toc H. Women's Association
Grimsby Conservative Association
Grimsby and District Trades Council

Healing Women's Institute
Hellesdon Branch—British Legion
Hellesdon Community Centre Management Committee
Hellesdon Heather Avenue Primary School (Managers)
Hellesdon Kinsale Avenue Primary School (Managers)
Hellesdon Local Labour Party
Hellesdon Methodist Sunday School (Staff)
Hellesdon Parish of St. Mary and St. Paul Parochial Church Council
Hellesdon Secondary Modern School (Governors)
Hellesdon Trefoil Guild
Holland Association of Parish Councils
Holland Executive Council
Horsham St. Faith's Voluntary Controlled School (Managers)
Hykeham Conservative Association

Isle of Ely Branch—Council for the Preservation of Rural England
Isle of Ely Branch—National Farmers Union
Isle of Ely Parish Councils Association

Joint Committee of Four Secondary Associations

Kesteven Association of Parish Councils
Kesteven Community Council
Kesteven Division—British Medical Association
Kesteven Executive Council
Kesteven Federation of Women's Institutes
Kesteven Women's Voluntary Service
King's Lynn Constituency Labour Party
Kirtling and Upend Women's Institute

Lincoln Executive Council

Lincolnshire Branch—Council for the Preservation of Rural England

Lincolnshire Urban District Councils Association

Lindsey Association of Parish Councils

Lindsey and Holland Rural Community Council

Marshland Division—Norfolk County British Red Cross Society

New Costessey Women's Institute

Norfolk Agricultural Station Executive Committee

Norfolk Association of Parish Councils

Norfolk Branch—Council for the Preservation of Rural England

Norfolk Branch—National Farmers Union

Norfolk Federation of Women's Institutes

North East Lindsey Teachers' Association

North East Norfolk Association—National Union of Teachers

North Hykeham and District Committee—Kesteven Association for the Welfare of the Physically Handicapped

North Hykeham Primary School (Staff)

North Hykeham Women's Institute

North Kesteven Association—National Union of Teachers

North Kesteven Grammar School (Staff)

Northamptonshire and Soke of Peterborough Federation of Women's Institutes

Nottingham, Derby and Lincoln Society of Architects

Norwich Labour Party and Industrial Council

Norwich Trades Council

Old Catton Bowls Club

Old Catton Primary School (Managers)

Robert Pattinson School, North Hykeham (Headmaster and Staff)

St. Mary's, Ashley, Parochial Church Council

Shotesham Branch—Central Norfolk Constituency Labour Party

Shrublands (Gorleston) Youth and Adult Centre

Skellingthorpe Parent/Teachers Association

Sleaford Business and Professional Women's Club

Sleaford Ladies Circle

Sleaford Rotary Club

Sleaford Round Table

South Thorpe Branch—Central Norfolk Conservative and Liberal Association

Sprowston Infants and Junior Schools (Managers)

Sprowston Secondary Modern School (Governors)

Sprowston Youth Centre (Management Committee)

Stamford Chamber of Trade

Stamford and District Trades Council

Stamford Rotary Club

Stetchworth Heath County School (Managers)

Taverham Chapter and Deanery

The Friends of Rambouillet Society

Thorpe Branch—Central Norfolk Constituency Labour Party
Thorpe Happy Circle "Over 60" Club
Thorpe St. Andrew and District Horticultural Society
Thorpe St. Andrew Hillside County Primary School (Staff)
Thorpe St. Andrew Residents Association
Thorpe St. Andrew St. Williams School (Managers)

Upwell and Lakesend County Primary School (Managers)

Waddington Residents Association
Waddington Women's Institute
Walpole Cross Keys Women's Institute
Walpole and District Branch—British Legion
Walpole Good Companions "over 60's" Club
Walpole Highway Women's Institute
Walpole St. Andrew Parochial Church Council
Walpole St. Peter Women's Institute
Walpole Youth Club
Washingborough School (Managers)
West Suffolk Association—National Association of Schoolmasters
West Suffolk Branch—Country Landowners Association
West Suffolk County Federation of Women's Institutes
West Suffolk Division—British Medical Association
West Suffolk Executive Council
West Suffolk Local Medical Committee
West Suffolk Old People's Welfare Association
West Suffolk Parish Councils Association
West Suffolk Voluntary Association for the Blind
Wisbech Chamber of Commerce
Woodditton and Saxon Street Women's Institute

Appendix 5

(Chapter I, Para. 7)

Local Authorities and Bodies Represented at the Conferences

Lincoln 29th-30th October 1963

County Councils

Huntingdonshire
Lincoln—Parts of Kesteven
Lincoln—Parts of Lindsey
Northamptonshire
Rutland
Soke of Peterborough

County Borough Councils

Grimsby
Lincoln

Borough Councils

Cleethorpes
Peterborough
Stamford

Urban District Councils

Alford
Mablethorpe and Sutton
Skegness

Rural District Councils

Grimsby
North Kesteven
Oundle and Thrapston
South Kesteven
Welton

Parish Councils and Parish Meetings

Aubourn Haddington and South Hykeham
Bracebridge Heath
Bradley
Canwick Park
Great Coates
Healing
Immingham
Nettlesham
New Waltham
North Hykeham
Skellingthorpe
Thorpe-on-the-Hill
Waddington

Other bodies

- County of Lincoln Territorial and Auxiliary Forces Association
Grimsby Conservative Association
Grimsby and District Trades Council
Joint Committee of the Four Secondary Associations
Kesteven Association of Parish Councils
Kesteven Federation of Women's Institutes
Lincolnshire Urban District Councils Association
Lindsey Association of Parish Councils
National and Local Government Officers Association
National Union of Public Employees
National Union of Teachers
Stamford Chamber of Trade
Stamford and District Trades Council

Lincoln—31st October 1963

Local Authorities

- Huntingdonshire County Council

Lincoln—Parts of Holland

- *Holland County Council
East Elloe Rural District Council
Spalding Rural District Council

Boston Borough Council
Spalding Urban District Council
Boston Rural District Council

Lincoln—Parts of Kesteven

- Kesteven County Council
Grantham Borough Council
Bourne Urban District Council
Sleaford Urban District Council

East Kesteven Rural District Council
North Kesteven Rural District Council
South Kesteven Rural District Council
West Kesteven Rural District Council

Lincoln—Parts of Lindsey

- *Lindsey County Council
Gainsborough Urban District Council
Caistor Rural District Council
Gainsborough Rural District Council
Horncastle Rural District Council
Louth Rural District Council
Spilsby Rural District Council
Welton Rural District Council

* Also acted as spokesman for the group of authorities shown inset.

Cleethorpes Borough Council
Louth Borough Council
Scunthorpe Borough Council

Alford Urban District Council
Horncastle Urban District Council
Skegness Urban District Council

Glanford Brigg Rural District Council
Grimsby Rural District Council
Isle of Axholme Rural District Council

*Lincolnshire Urban District Councils Association

Barton upon Humber Urban District Council
Brigg Urban District Council
Mablethorpe and Sutton Urban District Council
Market Rasen Urban District Council
Woodhall Spa Urban District Council

Other bodies

Holland Association of Parish Councils
Kesteven Association of Parish Councils
Lindsey Association of Parish Councils
Lindsey and Holland Rural Community Council
Kesteven Community Council
Kesteven Federation of Women's Institutes
Joint Committee of the Four Secondary Associations
National and Local Government Officers Association
National Union of Teachers

Ipswich—25th November 1963

Local Authorities

Cambridgeshire County Council
Essex County Council
Norfolk County Council

Halstead Rural District Council
Newmarket Rural District Council
Swaffham Rural District Council

East Suffolk

*East Suffolk County Council
Beccles Borough Council
Lowestoft Borough Council
Southwold Borough Council
Felixstowe Urban District Council
Leiston cum Sizewell Urban District Council
Stowmarket Urban District Council
Gipping Rural District Council
†Hartismere Rural District Council
Samford Rural District Council
Wainford Rural District Council

* Also acted as spokesman for the group of authorities shown inset.
† Spoke on their own behalf on the minor boundary issues.

West Suffolk

*West Suffolk County Council
Hadleigh Urban District Council

Bury St. Edmunds Borough Council
Sudbury Borough Council
Haverhill Urban District Council
Newmarket Urban District Council

*West Suffolk County Branch of the Rural District Councils Association

Clare Rural District Council
Cosford Rural District Council
†Melford Rural District Council
†Mildenhall Rural District Council
†Thedwastre Rural District Council
Thingoe Rural District Council

Parish Councils and Parish Councils Associations

Brandon Parish Council
Rickinghall Inferior Parish Council
Rickinghall Superior Parish Council
Weeting with Broomhill Parish Council

East Suffolk Parish Councils Association
West Suffolk Parish Councils Association

Other bodies

Bury St. Edmunds Ratepayers' Association
Cambridgeshire Federation of Women's Institutes
East Suffolk Parish Councils Association
East Suffolk County Executive Council
Eastern Division National Federation of Business and Professional Women's Clubs of Great Britain and Northern Ireland
Eastern Regional Office—Labour Party
National and Local Government Officers Association
National Union of Teachers
Suffolk Federation of Labour Parties
West Suffolk Parish Councils Association
West Suffolk Branch—Country Landowners' Association
West Suffolk Executive Council

Ipswich—26th November 1963

County Councils

Cambridgeshire
East Suffolk
Isle of Ely
West Suffolk

County Borough Council

Ipswich

* Also acted as spokesman for the authorities shown inset.
† Spoke on their own behalf on the minor boundary issues.

Urban District Council

Newmarket

Rural District Councils

Chesterton

Clare

Deben

Mildenhall

Newmarket

Samford

South Cambridgeshire

Parish Councils and Parish Meetings

Ashley cum Silverley

Burwell

Cheveley

Chippenham

Copdock and Washbrook (also representing Belstead)

Fordham

Kirtling

Purdis Farm

Rushmere St. Andrew

Snailwell

Sproughton

Stretchworth

Wherstead

Woodditton

Other Bodies

Cambridgeshire Federation of Women's Institutes

Cambridgeshire Parish Councils Association

Cambs., Hunts and Isle of Ely Community Council

East Suffolk Parish Councils Association

National and Local Government Officers Association

National Union of Teachers

West Suffolk Parish Councils Association

Norwich—27th November 1963

County Councils

Cambridgeshire

East Suffolk

Isle of Ely

Norfolk

County Borough Council

Great Yarmouth

Borough Council

Wisbech

Rural District Councils

Blofield and Flegg
Downham
Lothingland
Marshland
Wisbech

Parish Councils

Bradwell
Burgh Castle
Caister-on-Sea
Corton
Emneth
Hopton-on-Sea
Marshland St. James
Outwell (Norfolk)
Upwell (Norfolk)
Walpole St. Andrew
Walpole St. Peter
Walsoken
West Walton

Other Bodies

East Suffolk Parish Councils Association
Gorleston-on-Sea Ratepayers' Association
Great Yarmouth Chamber of Commerce
Great Yarmouth and District Trades Council
Great Yarmouth Executive Council
Great Yarmouth and Gorleston Hotel and Boarding House Association
Great Yarmouth and Gorleston Liberal Association
Great Yarmouth Port and Haven Commissioners
Great Yarmouth Publicity Association
Great Yarmouth Rotary Club
Isle of Ely Branch—National Farmers Union
Isle of Ely Parish Councils Association
King's Lynn Constituency Labour Party
National and Local Government Officers Association
National Union of Teachers
Norfolk Branch—National Farmers Union
Norfolk County Association of Parish Councils
Yarmouth Constituency Labour Party
Yarmouth Division of Norfolk Conservative Association

Norwich—28th November 1963

County Council

Norfolk

County Borough Council

Norwich

Rural District Councils

Blofield and Flegg
Forehoe and Henstead
St. Faith's and Ayisham

Parish Councils

Catton
Costessey
Cringleford
Drayton
Helleston
Horsham St. Faith and Newton St. Faith
Sprowston
Thorpe St. Andrew
(also represented Great and Little Plumstead)

Other Bodies

Central Norfolk Conservative Association
Central Norfolk Constituency—Labour Party
Central Norfolk Liberal Association
National Union of Teachers
Norfolk Branch—National Farmers Union
Norfolk County Association of Parish Councils
Norwich Labour Party and Industrial Council
Norwich Trades Council
South Thorpe Branch—Central Norfolk Conservative Association
Thorpe Men's Institute
Thorpe St. Andrew and District Horticultural Society
Thorpe St. Andrew Residents Association
Thorpe Village Football Club
Thorpe Women's Institute

Appendix 6

(Ch. 5, para. 150)

Estimated True General County Precept 1963-64 if Holland, Kesteven and Lindsey County Councils incurred additional expenditure of £100,000

	Product of a penny rate	Estimated general county precept	Rate per £100,000 expenditure	Average domestic rateable value	Rate payment per household for general county purposes		
					On Col. 2	With extra £100,000	Additional resulting from extra £100,000 7.
Holland	10.837	pence 83.5	pence 54.4	£ 15.6
Kesteven	14.979	85.8	40.2	£ 16.0
Lindsey	57.903	76.3	1.65	£ 16.2
						£ 16.5	shillings 20
						£ 16.6	6

Appendix 7

*Schedules defining the proposed boundaries as shown on the
1: 25,000 scale Definitive Maps*

<i>Map No.</i>	<i>Title</i>
1	Proposed alteration of the areas of administrative counties.
2	County borough of Grimsby: proposed alteration of area.
3	County borough of Lincoln: proposed alteration of area.
4	County borough of Norwich: proposed alteration of area.
5	County borough of Ipswich: proposed alteration of area.

Map No. 1 is divided into 19 parts. The areas covered by these parts, as well as by Maps 2 to 5, are shown on Map A accompanying this report.

For convenience the proposed boundaries shown on some of the parts of Map No. 1 are divided into sections which are lettered on the map.

The proposed boundaries shown on Maps 2 to 5 inclusive are similarly divided into lettered sections, the lettering running in a clockwise direction around each county borough starting from a northerly or other appropriate point.

Map No. I County Boundaries

Part 1

- A - B Centre of River Witham.
- B - C Existing county boundary.
- C - D Centre of River Witham.
- D - E Existing county boundary
- E - F Centre of Old River Witham.

Part 2

- A - B Centre of River Witham.

Part 3

- A - B Centre of Wright's Drove.

Part 4 (Stamford)

- A - B Centre of track; across railway; centre of track; across Barnack Road (B 1443); southern boundary of Barnack Road (B 1443).
- B - C Existing county boundary.
- C - D Eastern boundary of road (B 1081); across road (B 1081); northern boundary of Warren Road.
- D - E Eastern boundary of road (A 1).

Part 5 (Marshland area)

- A - B Existing county boundary.
- B - C Eastern boundary of West Walton parish.
- C - D South-eastern boundary of Walsoken parish.
- D - E Easterly boundary of Emneth parish.
- E - F North-eastern boundary of Outwell parish.
- F - G Boundary of Marshland Rural District.
- G - H Centre of Middle Level Main Drain.
- H - I Existing county boundary.
- I - J Centre of drains.
- J - K Existing county boundary.
- K - L Across road (B 1100); north-eastern boundary of road (B 1093).
- L - M Existing county boundary.
- M - N South-eastern boundary of Fifty Drove.
- N - O Existing county boundary.
- O - P Field boundaries; across Bell's Drove; north-eastern boundary of Bell's Drove; footpath; across Fifty Drove; centre of Butcher's Hill Drain.
- P - Q Existing county boundary.
- Q - R Western curtilage of Cross Drain Farm; footpath; across Willow Row Drain, road and railway; northern curtilage of Cold Harbour Farm; centre of drains; centre of River Ouse.

Part 6 (Decoy Farm and Botany Bay)

- A - B Centre of River Little Ouse.
- B - C Existing county boundary.
- C - D Centre of River Little Ouse.

Part 7 (Brandon)

- A - B Centre of River Little Ouse.
- B - C Existing county boundary.
- C - D Northern boundary of railway line; field boundary; across road; northern curtilages of factories; across road (B 1106); field boundary; across road (B 1065); footpath; across railway; field boundaries.

Part 8

Centre of River Waveney.

Part 9 (Billingford Bridge and Moor Bridge)

- A - B Centre of River Waveney.
- B - C Existing county boundary.
- C - D Centre of River Waveney.

Part 10 (Great Yarmouth and Bradwell)

- A - B North-western boundary of Bradwell parish.
- B - C Centre of ditches; western boundary of Sandy Lane; northern boundary of Market Road; across Market Road; western boundary of Clay Lane.
- C - D Across railway line; south-western boundary of Sun Lane; field boundaries; across Church Lane; southern boundary of Church Lane.
- D - E Western curtilages of houses in Green Lane; north-western boundary of Beccles Road (A 143); across Beccles Road (A 143); western boundary of Browston Lane; across Browston Lane.
- E - F Field boundary; south-western and western boundary of Clay Lane; western boundary of Hobland Lane; across Hobland Lane; field boundary; north-western and north-eastern boundary of Hobland plantation; field boundary.
- F - G Existing county and county borough boundary.

Part 11 (Rickinghall)

- A - B Centre of watercourse; existing boundary of Botesdale parish.
- B - C Existing county boundary.
- C - D Centre of track.
- D - E Existing county boundary.
- E - F Centre of watercourse; field boundary; across Mill Lane; western boundary of Mill Lane; northern boundary of wood; across Gabbels Road.

- F - G Field boundaries; across Snape Hill (A 143); field boundaries; western curtilage of Sandpit House; across Brier Lane; south-eastern boundary of Brier Lane; footpath, field boundaries and footpath.
- G - H Existing county boundary.
- H - I Field boundaries; northern boundary of Newdelight Road.
- I - J Existing county boundary.
- J - K Field boundaries.
- K - L Existing county boundary.
- L - M Field boundary.

Part 12 (Wattisham)

- A - B Field boundaries; across Ware Road.
- B - C Southern boundary of Ware Road.
- C - D Existing county boundary.
- D - E Boundary of airfield; field boundary; boundary of airfield; field boundary.
- E - F Existing county boundary.
- F - G Field boundaries; across road; field boundaries; northern boundary of Needham Lane; across Needham Lane; field boundaries; across road; field boundaries.
- G - H Existing county boundary.
- H - I Field boundaries; across road (B 1078); southern boundary of road (B 1078); centre of watercourse; across lane; eastern boundary of lane; eastern boundary of pond; field boundaries.

Part 13 (Shelley)

Centre of River Brett.

(Wick Farm)

Centre of River Stour.

(Stratford Bridge)

Centre of River Stour.

Part 14 (Bures area)

Centre of River Stour.

Part 15 (Sudbury area)

- A - B Eastern boundary of Pinch Hill.
- B - C Existing county boundary.
- C - D Eastern boundary of Pinch Hill.
- D - E Existing county boundary.
- E - F Field boundaries.
- F - G Existing county boundary.
- G - H Field boundary.
- H - I Existing county boundary.
- I - J Centre of River Stour.

Part 16 (Long Melford area and Stafford Allen Works)

- A - B Centre of River Stour.
- B - C Existing county boundary.
- C - D Centre of River Stour.
- D - E Existing county boundary.
- E - F Centre of River Stour.
- F - G Existing county boundary.
- G - H Centre of River Stour.
- H - I Existing county boundary.
- I - J Centre of River Stour.
- J - K Existing county boundary.
- K - L Centre of River Stour.

Part 17 (Cavendish)

- Centre of River Stour.

Part 18

- A - B Field boundaries.
- B - C Existing county boundary.
- C - D Field boundaries; south-western boundary of road (B 1057); across road (B 1057); field boundaries.
- D - E Existing county boundary.
- E - F Field boundary.
- F - G Existing county boundary.
- G - H Field boundary.
- H - I Existing county boundary.
- I - J Field boundary; across railway line; field boundary.
- J - K Existing county boundary.
- K - L Field boundaries.
- L - M Existing county boundary.
- M - N Centre of watercourse; across road; northern boundary of road.
- N - O Existing county boundary.
- O - P Northern boundary of road; field boundaries; across road; eastern boundary of road.
- P - Q Existing county boundary.
- Q - R Centre of River Stour.
- R - S Existing county boundary.
- S - T Centre of River Stour.
- T - U Existing county boundary.
- U - V Centre of River Stour.
- V - W Existing county boundary.

W - X Centre of River Stour.

X - Y Existing county boundary.

Y - Z Centre of River Stour.

Z - AA Existing county boundary.

AA - BB Centre of River Stour.

BB - CC Existing county boundary.

CC - DD Centre of River Stour.

DD - EE Existing county boundary.

EE - FF Footpath; centre of River Stour.

Part 19 (Newmarket)

A - B North-western boundary of road (A 11).

B - C Existing county and urban district boundary.

C - D Field boundaries; across Heath Road; south-western boundary of Heath Road; field boundaries; across Devil's Ditch; south-western boundary of Devil's Ditch.

D - E Field boundary; across Swaffham Field Road; south-western boundary of Swaffham Field Road; field boundaries.

E - F Across Swaffham Heath Road; south-western boundary of Swaffham Heath Road; across road (A 45); south-western boundary of road.

F - G North-western boundary of road (A 11); across road (A 11); south-western boundary of road; across road.

G - H North-western boundary of railway; across railway; south-western boundary of Devil's Ditch; across Devil's Ditch.

H - I North-western boundary of road; field boundary; south-western boundary of track; field boundaries.

I - J Across Ashley Road (B 1063); north-eastern boundary of Ashley Road (B 1063); field boundaries; north-western boundary of road.

- A - B Existing Cleethorpes borough boundary.
- B - C Western boundary of proposed King's Road extension; field boundaries.
- C - D Centre of Buck Beck.
- D - E Across Humberston Road (A 1031); western boundary of Humberston Road (A 1031)
- E - F Field boundaries; northern boundary of track at Hall Farm; northern curtilage of Hall Farm; field boundaries.
- F - G Existing county borough boundary.
- G - H Centre of watercourse; southern boundary of track (extension of Southfield Avenue); eastern curtilages of dwellings; field boundary.
- H - I Across Louth Road (A 16); field boundary.
- I - J Existing county borough boundary.
- J - K Curtilages of dwellings; eastern boundary of Waltham Road (B 1203); across Waltham Road (B 1203); field boundaries.
- K - L Existing county borough boundary.
- L - M Field boundary; across Aylesby Road; northern boundary of Aylesby Road; western boundary of Great Coates Road (A 1136).
- M - N Across Great Coates Road (A 1136); northern boundary of road; centre of stream; southern boundary of railway.
- N - O Across railway; western boundary of road; centre of Town's Croft Drain; across railway; northern boundary of railway.
- O - P Western boundary of road; straight line from junction of road and Town's Croft Drain to meet western boundary of service road; western boundary of service road; straight line due north-east to L.W.M. of medium tides.

- A - B Existing county borough boundary.
- B - C Field boundary; across road (A 46); field boundaries.
- C - D Straight line from point C, crossing Wragby Road (A 158) to meet north-eastern point of curtilage of dwelling fronting Stocking Lane; curtilage of dwelling.
- D - E Across Stocking Lane; curtilage of dwelling; projection of curtilage to meet junction of field boundaries; field boundaries.
- E - F Across Greetwell Road; southern boundary of Greetwell Road; field boundaries; across railway; field boundaries.
- F - G Centre of River Witham; across railway; field boundary; across railway; field boundary; across road (B 1190); field boundaries.
- G - H Across Wheeler Lane; southern boundary of Wheeler Lane; eastern boundary of track; across road (B 1188); southern and eastern boundary of roads.
- H - I Eastern boundary of proposed road.
- I - J Across Sleaford Road (A 15); western boundary of Sleaford Road (A 15); field boundaries; curtilage of dwelling; across Grantham Road (A 607); western boundary of Grantham Road (A 607); southern and western curtilages of dwellings; field boundaries.
- J - K Across railway; western boundary of railway; northern boundary of Station Road; across Brant Road; western boundary of Brant Road; field boundaries.
- K - L Centre of River Witham; centre of the Beck.
- L - M Field boundaries; across Moor Lane; field boundaries; centre of Pike Drain.
- M - N Field boundaries; across railway; field boundaries; southern boundary of road; across road; field boundaries; centre of drain; field boundaries.
- N - O Existing county borough boundary.
- O - P Field boundaries; centre of Main Drain; centre of drain.
- P - A Existing county borough boundary.

- A - B Field boundaries; south-western boundary of Low Road; across Low Road; field boundary; south-western boundary of Drayton Road (A 1067); across Drayton Road (A 1067); south-eastern boundary of the Drayton Wood Old People's Home.
- B - C Field boundary; across Reepham Road; field boundaries; across Holt Road (B 1149); north-eastern boundary of Holt Road (B 1149); northern boundary of road; across Cromer Road (A 140); northern boundary of Fifers Lane.
- C - D Western and northern curtilages of houses; western boundary of St. Faith's Back Road; across St. Faith's Back Road; field boundaries; across Spixworth Road; eastern boundary of Spixworth Road.
- D - E Field boundary; field boundary and eastern curtilages of houses; northern boundary of White Woman's Lane; across North Walsham Road (B 1150); eastern boundary of North Walsham Road (B 1150); northern boundary of Barker's Lane; across Church Lane; eastern and northern boundary of Church Lane.
- E - F North-western boundary of Wroxham Road (A 1151); across Wroxham Road (A 1151); north-eastern and eastern boundary of Blue Boar Lane; northern boundary of Salhouse Road; across Salhouse Road; field boundary.
- F - G Existing boundary of St. Faith's and Aylsham rural district.
- G - H Existing county borough boundary.
- H - I Southern and western boundaries of Racecourse Plantation; northern boundary of Plumstead Road (B 1140); across Plumstead Road (B 1140); western and southern boundaries of Belmore Plantation; across Pound Lane.
- I - J Eastern boundary of Pound Lane; northern curtilages of houses; northern boundary of railway; across railway.
- J - K Existing county borough boundary.
- K - L Southern boundary of New Cut.
- L - M Existing county borough boundary.
- M - N Northern boundary of railway; field boundaries; across road; north-western boundary of road; field boundary; across road (A 11).
- N - O Northern boundary of road (A 11); field boundaries; western boundary of Colney Lane; across Colney Lane; south-eastern and north-eastern curtilages of houses; south-eastern boundary of road; across road (B 1108); north-eastern side of farm track.
- O - P Centre of River Yare.
- P - Q Southern and western boundaries of sewage works; field boundary; across New Road; field boundary; southern boundary of road; across road; field boundaries; across road; western boundary of road.

- Q - R Across Dereham Road (A 47); western boundary of Longwater Lane; southern and western curtilages of houses; centre of River Tud.
- R - S Western boundary of Turnhouse Lane; across Turnhouse Lane; field boundaries; southern boundary of road; across road; field boundary; across railway.
- S - A Existing boundary of Forehoe and Henstead rural district.

- A - B Existing county borough boundary.
- B - C Field boundary; northern and eastern curtilages of houses; field boundaries; centre of watercourse.
- C - D Field boundaries; northern boundary of track; eastern boundary of road; northern and eastern curtilages of houses; across Bucklesham Road; southern boundary of Bucklesham Road; field boundary; across road (A 45); across railway.
- D - E Existing county borough boundary.
- E - F Centre of River Orwell.
- F - G Existing county borough boundary.
- G - H Across half width of road (A 12); western and northern curtilages of houses on road (A 12).
- H - I Existing county borough boundary.
- I - J Across half width of road (A 1071); field boundary; across half width of River Gipping; centre of River Gipping.
- J - A Existing county borough boundary.

ESTATE PLANNING FOR RETIREMENT

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PATTERNS OF EXPENDITURE

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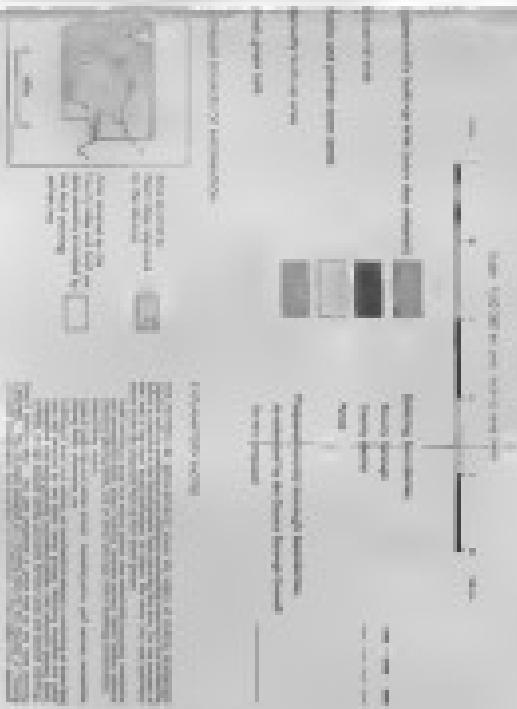
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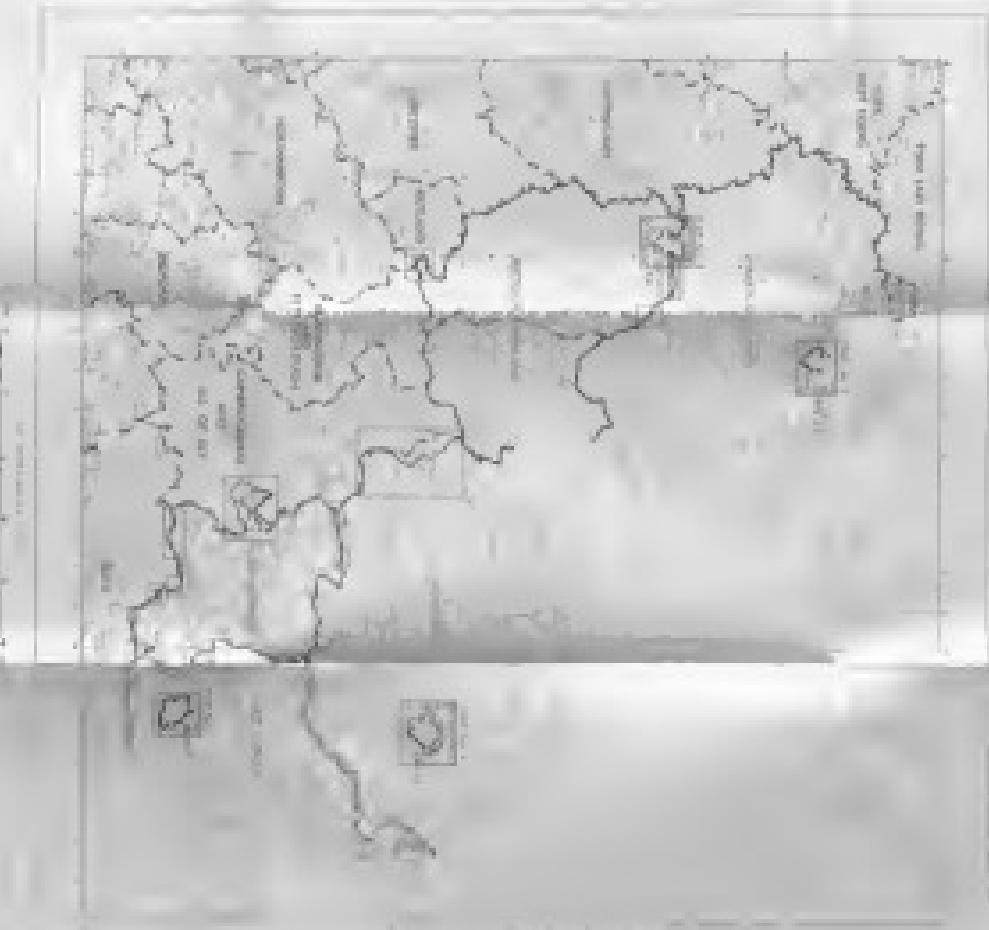
PARTIES OR DOUBLE-VOTE

SCOTTISH COUNCILS









LOCAL GOVERNMENT COMMISSION FOR ENGLAND
LINCOLNSHIRE AND EAST ANGLIA GENERAL REVIEW AREA

MAP B

NET POPULATION INCREASE 1951-1961

(Whole county boroughs and county districts
according to 1961 Census County Leaflets)

